STEWARDSHIP and OPPORTUNITY

REPORT OF THE MINISTERIAL TASK FORCE ON HERITAGE CONSERVATION

PROJECT PRIDE

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PROVINCE OF BRITISH COLUMBIA

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STEWARDSHIP AND OPPORTUNITY

Report of the Project Pride
Ministerial Task Force
October 19, 1987

PROJECT PRIDE

TAKING CARE OF BRITISH COLUMBIA'S PAST
FOR GENERATIONS TO COME

October 19, 1987

Honourable Bill Reid
Minister
Ministry of Tourism, Recreation
and Culture
Parliament Buildings
Victoria, British Columbia
V8V 1X4

Dear Mr. Reid:

The members of the Project Pride Task Force are pleased to present to you the report "Stewardship and Opportunity", a summary of our findings regarding the conservation of British Columbia's valuable heritage.

In support of our deliberations, the Task Force travelled to 13 communities where it listened to 201 presentations. In addition, we read 188 briefs submitted by mail, reviewed a number of background reports prepared for the Task Force by consultants in heritage conservation and received numerous briefings from the staff of the Heritage Conservation Branch.

Our report represents a consensus of the Task Force and, we feel, our findings reflect the opinions and observations expressed to the Task Force by the people of British Columbia.

We sincerely appreciate the opportunity of being involved in this most useful and rewarding process.

Respectfully submitted,

A. Kim Campbell, M.L.A.
Chairman

Lynda Allan

Monica Becott

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Clarence Jules

Donald Mitchell

Tourism
Recreation and Culture
HON. BILL REID MINISTER

Left to right: Minister Responsible Kim Campbell, MLA, Lynda Allan, Alderman Monica Becott, Mayor Jackie Drysdale, Chief Manny Jules, Dr. Donald Mitchell, Professor

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PROJECT PRIDE
MANDATE

To review heritage legislation, policy, and programs in British Columbia, through a process of broad public consultation with a view to providing the Minister of Tourism, Recreation and Culture with guidelines for an approach to taking care of our past for generations to come.

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EXECUTIVE SUMMARY

The Project Pride Task Force makes recommendations for heritage conservation legislation, policy and programs, based on a consultative process that resulted in 388 submissions province-wide. A wide variety of individuals and organizations presented their views on a broad range of topics.

The scope of resources which British Columbians identified as having heritage significance was broader than anticipated. The Task Force concludes that certain selected natural heritage resources should be protected under the *Heritage Conservation Act* and that government programs should address the preservation of intangible cultural heritage.

The Task Force is convinced that heritage conservation is important for the social and economic well-being of the province. The importance of heritage conservation in creating a sense of place and in preserving our history imposes on all of us an obligation of stewardship of our heritage resources. The economic benefits of stewardship are many. They include employment generated by building renovation and the enhancement of tourism.

The primary, but not exclusive, focus of Project Pride is immovable or "in situ" heritage. These resources raise the issue of conflict between private and community rights respecting heritage property. Any heritage policy must, therefore, reflect the principles of selectivity, fairness and notice. An effective policy will also have regard for local involvement, minimal regulation and integrity of the resource.

In recognizing their heritage resources, communities may use a variety of responses ranging from commemoration to designation. Because designation imposes restrictions on an owner's use of his property, its use must be accompanied by the same, if not greater, protection of due process as accompanies other land-use decisions such as zoning.

The Task Force believes that communities should provide financial assistance to the owners of designated heritage properties in certain instances, but that this should not take the form of compensation for designation. In our view, compensation is unworkable and inappropriate. The optional provisions for compensation in the 1977 *Heritage Conservation Act* have stymied rather than assisted heritage designation. The optimal situation is a combination of fairness in the designation process and financial incentives. The goal should be to make owners of heritage property and those who seek to preserve them allies and collaborators in the conservation of our heritage.

Another form of "in situ" heritage, Native Indian archaeological artifacts, raises the issue over who should have ownership. The Task Force recommends that ownership of pre-contact Native Indian archaeological artifacts be assigned to the Crown in trust. We also recommend that the Province co-operate with our Native community in seeking to keep Native Indian artifacts in British Columbia.

The Task Force makes recommendations on a number of special heritage issues. These include increased protection and better management of archaeological sites, support for museums and archives as integral parts of the heritage conservation system, identification and preservation of historic cemeteries, creation of a policy to manage palaeontological resources, clearer protection of heritage trails, and identification and protection of historic shipwrecks.

We identify the provincial government as the primary leader in heritage conser-

vation. This leadership may be exercised through stewardship, education, support and development of provincial organizations, relations with local government and community organizations, federal/provincial negotiations, legislation, and funding. The Task Force identifies an important role for the Province in these areas in order to raise public awareness of heritage issues and assist local government and community groups to carry out their aims and responsibilities in preserving our heritage.

The Province is urged to ensure that its legislation, in particular the *Heritage Conservation Act* and the *Municipal Act*, is consistent with these goals and to seek federal government support, especially through taxation policies. Building codes which create impossible standards for heritage buildings constitute a serious impediment to preservation and should be amended at both levels of government.

Given the key role of the Native people in British Columbia's history, the Province is encouraged to seize the opportunity to build bridges to Native communities by encouraging their involvement in the identification, preservation and interpretation of Native heritage resources.

While the Province must play an important leadership role, the Task Force recognizes that most heritage conservation activity will be generated and accomplished at the local level. Regional districts should be given the same heritage conservation powers as municipalities in respect to resources in unorganized areas. Local governments should consider heritage in exercising their planning power. The *Municipal Act* should be amended to allow municipalities to assist the private owners of heritage resources.

The significance of the volunteer sector in heritage conservation cannot be overstated. The Task Force urges support for volunteers from all levels of government, especially in the areas of training and funding. The corporate sector is, as yet, a virtually untapped resource for heritage conservation. The major economic sectors in our Province should play a role in preserving their history — our industrial heritage.

The Project Pride Task Force learned that heritage is valued by British Columbians. Their identity with the cultural and natural past creates a sense of place and understanding of where we are today. Conserving heritage resources creates community pride and many benefits including revenue generation and new jobs. Heritage conservation is essential to the future of a prosperous British Columbia.

A complete summary of Task Force recommendations is to be found in Section 6 of this report.

ACKNOWLEDGEMENTS

The Task Force recognizes that Project Pride could not have been accomplished without the commitment of a number of organizations and individuals who volunteered their time and effort to assist in the planning and implementation of the Task Force hearings. The Task Force also wishes to express its gratitude to the many people and organizations who prepared and submitted the 388 briefs.

We would like to thank the Heritage Society of British Columbia, the British Columbia Museums Association and the volunteers who worked with those organizations in capably assisting Project Pride by disseminating information to the heritage community, providing local organizational and logistical support and by organizing community heritage tours for the Task Force. We would like to express our sincerest gratitude to: Mary Elizabeth Bayer and Karon Oliver of the Heritage Society of British Columbia, and John Mitchell and Richard Duckles of the British Columbia Museums Association, for their assistance in the planning and implementation of the Project Pride hearings.

Our appreciation to the volunteers in each community that we visited cannot be overstated. Special thanks to;

Vancouver:

Karon Oliver, Jan Thomas, Nancy McKenzie, Janet Bingham, Robert Lemon, Jackie Murfitt and Sue Sayer.

Chilliwack:

Ron Denman, Naomi Paul, Dorothy Kostrzewa, Peggy Still, Denis and Vi Boyd, Bernice Knutson, Joan Wood, members of the Achelitz Threshermens Association, representatives of Edenbank Farm, and the Canadian Military Engineers Museum.

Sandspit/Skidegate:

Lee Olson and David Townsend.

Kelowna:

Robert Hobson, Cynthia A. Ellis, Valerie Hallford, Rosemary Zelinka, Dr. David Clarke, and Ken Mather and staff of O'Keefe Ranch.

Kamloops:

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Merrily King, Joan Patterson, Brian Clarke, Mel Clarke, Stephen Krischuk, and staff and members of the North Peace-Fort St. John Museum.

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Kent Sedgewick, Jim Scott, Erwin Stoll, Stephen and Margaret Bathy, Ron Hirvi, June Chamberland, Pat Spiers and Don Hagreen.

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Cranbrook:

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Nelson:

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Victoria:

Rick Duckles, Terry Russell, Terry Hickman, John Adams, Laurie Hudson, Pat Bovey and staff of the Art Gallery of Greater Victoria, Stuart Stark and members of the Craigdarroch Castle Society.

The Task Force would also like to recognize the commitment, initiative and effort of those who organized the numerous Community Forums that were held in 15 communities we were unable to visit. Our thanks to:

Andrea Bain, Elske Germuth, Robert Hobson, Al Ing, Fred W. Inglis, Diane Kelly, George Knasnuik, Diane Kunz, Kim Leaky, Elizabeth Low, Rob McLaren, Ruby Nobbs, William F. Reeve, Barry Reid and T.R. Robinson.

The Project Pride process was enriched by the excellent input of the British Columbia Heritage Trust. We therefore wish to express our thanks to Mike Patterson, Sue Morhun, Ken Bagshaw, Bob McLean, Donald Mitchell, Joanne Monaghan, Charles Nash and Bill Sloan for their valuable contributions.

Appreciation must be expressed for the support of Mike Horsey, former Deputy Minister, Barry Kelsey, Assistant Deputy Minister and Virginia Greene, former Assistant Deputy Minister, Ministry of Tourism, Recreation and Culture.

A special expression of gratitude must go to the staff of the Ministry of Tourism, Recreation and Culture, and consultants to the Ministry for the excellent services they provided to the Task Force (Appendix 7.2).

Finally, we would like to express our sincere appreciation to the Honourable Bill Reid, Minister of Tourism, Recreation and Culture for recognizing the appropriateness and need to undertake a review of heritage policy in British Columbia.

INTRODUCTION

This report responds to the directions given by the Minister of Tourism, Recreation and Culture to conduct a review of heritage conservation in the Province of British Columbia.

The report contains six sections and 13 appendices with detailed information regarding the main text of the document.

Section 1: Outlines the process the Task Force followed in obtaining the views of the public and professional community.

Section 2: Addresses what we heard through the public hearing process.

Section 3: Discusses the philosophical issues confronting heritage conservation that require resolution.

Section 4: Deals with special issues that were identified by the public and the professional community.

Section 5: Discusses the role of various organizations and groups in the conservation of heritage.

Section 6: Summary of recommendations

Section 7: Appendices.

DEFINITIONS

For the purposes of this report, the Task Force will use the following definitions:

AGENCY:
An organized unit of government.

CONSERVATION:
The process of applying special techniques to retain the authenticity of heritage resources and extend their longevity.

HERITAGE:
Resources inherited from the past that have cultural value for the present and future.

HERITAGE - CULTURAL:
Heritage resources that are a product of individuals, groups or society as a whole

HERITAGE - NATURAL:
Heritage resources that are a product of nature.

HERITAGE - TANGIBLE:
Heritage resources that have a physical manifestation.

HERITAGE - INTANGIBLE:
Heritage resources that have no physical manifestation.

MUNICIPALITY:
An incorporated area.

PRE-CONTACT:
Referring to any heritage site containing no evidence of European contact.

PRESERVATION:
The process of ensuring protection of heritage resources.

PROGRAM:
A public or private process that directs funding and/or services toward the attainment of specific goals.

PROTECTED HERITAGE RESOURCES:
Heritage resources that are protected under s.6 or designated under Part 2 or Part 3 of the *Heritage Conservation Act*.

REGIONAL DISTRICT:
A defined combination of incorporated and unincorporated areas.

1.0
THE PROJECT PRIDE PROCESS

Project Pride is a review of heritage conservation policies, programs and legislation in the Province of British Columbia. Its goal is to identify an effective and efficient approach to heritage conservation as a subject of provincial policy.

This reassessment was needed because of the experience gained in the ten years since the passage of the *Heritage Conservation Act*. Many of the objectives, standards and technologies of the heritage conservation movement have changed in that time. Public perceptions of heritage have also changed.

Project Pride involved the appointment by the Minister of Tourism, Recreation and Culture, of a Task Force of seven representatives of various sectors and interests in the province (Appendix 7.1).

Project Pride was designed to recognize the important link between the Province and its communities in heritage conservation. The process involved close collaboration with provincial organizations, particularly the British Columbia Museums Association and the Heritage Society of British Columbia.

The Task Force invited input by British Columbians through mailing discussion papers to 2,900 individuals and organizations (Appendix 7.3). Public hearings were held in 12 communities (Appendix 7.4) and provincial-level heritage organizations were provided with the opportunity to present their views at a special hearing in Vancouver.

All submissions were recorded, transcribed and forwarded, along with copies of any documents presented, to each member of the Task Force.

Persons unable to attend a hearing were encouraged in media advertisements and written materials to submit concerns and observations by mail. A Project Pride discussion paper was developed to assist this process (Appendix 7.5). Approximately 6,000 discussion papers and 2,000 informational pamphlets were distributed throughout the province.

1.1 Community Forums

As it was not possible for the Task Force to visit all communities in the Province, Project Pride encouraged communities to hold hearings on their own initiative and to send the results to the Project Pride Task Force.

1.2 The Media

Project Pride maintained contact with provincial and local newspapers, and radio and television stations. Considerable publicity resulted in increased awareness and undoubtedly affected the numbers of submissions.

1.3 Public Response

The 12 hearings resulted in the presentation of 201 written and verbal briefs on a broad range of heritage issues. An additional 187 briefs were submitted by mail to the Task Force. Appendix 7.6 lists the presented briefs.

There were 30 inquiries concerning community forums. Fifteen forums were held, involving 27 communities (Appendix 7.7).

1.4 Analysis

The Task Force reviewed existing reports, articles, documents, the 388 public submissions, technical information supplied by the Heritage Conservation Branch, and special studies prepared by consultants to Project Pride (Appendix 7.8).

2.0
WHAT WE HEARD

This is a review of what was stated by individuals and groups and, therefore, does not necessarily represent the views of the Project Pride Task Force.

The 388 submissions received by the Task Force came from all parts of the province. Their content ranged from answering the 52 questions on the Project Pride discussion paper, to providing great detail on a number of topics of specific interest.

We are extremely pleased with the quality of the submissions and surprised with the variety of topics. They ranged from program and policy issues to specific local and site proposals. As Project Pride's mandate was to address the policy, program and legislation issues in heritage conservation, the Task Force could not deal with these site specific proposals. However, they were valuable illustrations of the critical issues before us (Appendix 7.9). Many of these local issues were brought to the attention of either the Heritage Conservation Branch or the British Columbia Heritage Trust for their information and action. A number of the submissions represented communities and groups, such as the Barriere and District Historical Society and the Professional Engineers Association of British Columbia, and represented a broad spectrum of interests and concerns. Others represented the opinions of individuals on various topics from site specific projects to conceptual issues.

Many submissions reiterated and emphasized the importance of heritage resources in their varied forms. There was also considerable favourable comment about what has and is being done by the various components of the heritage community despite the obvious limits on financial, technical, and legislative resources.

Positive comments were also expressed about the Project Pride Task Force process itself. It involved the collaboration of many elements of the heritage community and played a valuable role in bringing these groups and individuals together, some for the first time. In that manner, Project Pride has already had a major positive impact.

The submissions to Project Pride also raised a number of key issues of current interest and concern in British Columbia's heritage conservation system. The following is a sample of the comments made on the main issues raised by the public.

2.1 Native Heritage

"It is imperative that the Province devote a significant portion of its enthusiasm for cultural recognition and preservation to the oldest, most long standing cultures in the province: Native cultures."

– Gordon Antoine
Nicola Valley Indian Administration

Throughout British Columbia, numerous Native groups came forward to express their concern about their heritage. There were also many presentations from other groups that expressed similar sentiments on the conservation of Native heritage.

It was explained that Native groups view heritage very broadly, almost synonymously with their culture, encompassing such things as their language and music. Special concern was noted for the protection of spiritual sites — sites or areas valued because of their relation to religion, tradition or mythology.

It was also noted that Native groups need a much stronger role in developing policy and in managing their off-reserve resources. They also stressed that the role of education is essential for achieving their

goals of heritage conservation. Native groups feel they must play a direct role in interpreting their own culture.

Stronger legislation is seen as necessary to protect sites and to establish meaningful penalties for willful damage. Furthermore, the sale, export and illegal possession of archaeological artifacts should be prohibited. Submissions explained that all pre-contact material should be the property of the Native Indian nations and held in trust by the Crown. Private collections should only be disposed of to the Crown.

2.2 Archaeology

"What makes archaeological sites and areas unique is that they are examples of non-renewable historical data. Once an archaeological deposit has been disturbed, its unique cultural context is destroyed forever. Because of this uniqueness, archaeological sites should be given special care and attention, both in legislation and in policy development."

- Bjorn Simonsen
  David Burley
  Canadian Archaeological Association

The public, Native groups and professional archaeologists shared a concern about the increasing destruction of archaeological sites around the Province. Stronger and clearer legislation was repeatedly urged, as was the need for more severe penalties, and a desire and commitment to enforce them. Concern was also raised over the effectiveness of programs to manage archaeological resources, as well as the resources to actually administer the *Heritage Conservation Act*.

Underwater archaeology was also addressed. The Province was urged to play a central role in the formal recognition of marine archaeology, to work towards the protection and preservation of these resources, and to develop a public education program to ensure their appreciation and long term survival.

2.3 Palaeontology

"Palaeontological resources in this area are only recently becoming known for their variety as well as their potential importance to researchers. Considerable evidence is available to suggest that further delineation of these valuable resources should be assigned a greater priority."

- G. A. Ferguson
  Taylor, B.C.

Submissions, particularly from northern British Columbia and the East Kootenay, expressed frustration for the lack of management of palaeontological resources. While mentioned in the *Heritage Conservation Act*, there appears to be no management capability in place at present. A greater appreciation of these resources seems to exist outside the province.

2.4 Natural Heritage

"British Columbia is blessed with trees that in majesty equal the world's greatest cathedrals, pyramids and gardens. These giant trees are more than a fantasy. They are the reality that gives British Columbia its world-wide image as a super natural paradise. The man-made artifices of our province pale in comparison to these living marvels of nature."

- Paul George
  Adrian Carr
  Western Canada Wilderness Committee

The Province was repeatedly urged to promote an old growth conservation ethic that values heritage forests which are increasingly threatened by encroaching logging. It is this natural heritage that constitutes the "super natural" tourist element promoted by the government of British Columbia.

Other submissions emphasized that individual trees may have heritage significance and should be identified and protected.

2.5 Heritage Landscapes

"The word 'landscape' is poorly understood. For most people it evokes images of trees and shrubs, a backyard or garden. Yet the word implies much more. It refers to the larger land, the scene in which we move, work and play. If the idea of landscape is misunderstood then it is not surprising that heritage landscapes are also misunderstood. People tend to see the artifact. In the process they lose sense of the place, the times and the memories."

- Douglas D. Paterson
  Patrick Mooney
  The British Columbia Society of Landscape Architects

A number of landscape architects and others urged the province to "rethink" the variety of roles and advantages that heritage landscapes can and should provide in our province. A broad definition of the term "heritage landscape" was presented, including important Native sites, historic routes, areas associated with historic events, ethnic landscapes, gardens, industrial sites, and others.

Developing a province-wide inventory and analysis of heritage landscapes was urged, as well as the formulation of a series of strategies to ensure the preservation of significant examples.

2.6 Heritage Trails

"Aboriginal trading routes, the routes taken by explorers, and the lines of communication established by early European miners and settlers, each played their part in the evolution of this province as indeed they have in all parts of the world. To walk in their footsteps is a rewarding experience."

- John Spittle
  British Columbia Historical Federation

Our province is criss-crossed by numerous historic trails, over sixty of which have been identified. It is recognized that not all of these can be preserved. Those which can complement their historic significance with recreational potential and accessibility to population centres should receive preference for preservation action.

The Province was credited for its actions in recent years, but was also urged to expand this work to address outstanding issues. Chief among these was the impact of logging adjacent to and across historic trails. The "linear park" concept was suggested as a way of protecting the natural environment a minimum of 100 metres on either side of a trail.

Concern was also expressed about the complicated administrative infrastructure suggested for designated trails.

2.7 Industrial Heritage

"While the value of heritage in the classical sense is generally appreciated, governments must recognize and be aware of the importance of industrial heritage."

- Marilyn Mullan
  British Columbia Museum of Mining

While it was noted that industrial heritage does not always present a pretty image, it is a vital part of our past and balances the story of the province's history.

The Province was urged to focus more attention on the preservation of the heritage resources of the primary industries that built British Columbia: mining, forestry, fishing and farming.

2.8 Maritime Heritage

"British Columbia is a maritime province, yet we have a sense that our maritime heritage is under-appreciated by many of our citizens."

- John Ratel
  Robin Inglis
  Vancouver Maritime Museum

Ships are the cornerstone of maritime heritage. The Province was urged to ensure that heritage vessels be given legal protection and that other practical measures be considered to further conservation.

2.9 Multiculturalism

"Our multicultural communities are often viewed as being somewhat fringe or outside of mainstream society. It is important however to remember that many of these communities have contributed greatly to the development, history and heritage of this province."

- Riita Katajamaka
  Riasat Ali Khan
  Vancouver Multicultural Society

The Province was urged to broaden the focus of heritage conservation to encompass diversity and to draw attention to the history of the many ethnic communities throughout British Columbia. A provincial multicultural policy was identified as a critical first step in this recognition process.

2.10 Archives

"Archives cannot be separated from discussions of heritage. Without access to the information preserved in archives, the accurate preservation and restoration of the various heritage sites and buildings which constitute many of our province's major tourist attractions would be difficult, if not impossible."

- Terry Eastwood
  Robin Kerstead
  Association of British Columbia Archivists

Numerous submissions stated that archival collections as they relate to heritage concerns are often misunderstood. Archival records are critical for the preservation of any aspect of history. It was urged that archives play a stronger role in the management of heritage resources. Suggestions to facilitate this included the creation of an Archives Act, the inclusion of archival resources in the *Heritage Conservation Act*, and the appointment of an archivist to the Heritage Trust. It was also suggested that the Province make more of a commitment to the Canadian Archives System at the national level.

Serious concern was also expressed about the loss of local records. It was suggested that municipal and local governments require encouragement — perhaps legislative responsibility — to save their documentary heritage.

2.11 Museums

"Heritage conservation deals with an ever-changing heritage; as history unfolds, new elements are added to heritage, new understanding reshapes our feeling about what is important to preserve and interpret. Museums can add these new elements and are a vital complement to sites and structures which highlight a particular event, theme or individual."

- Rob Watt
  Vancouver Museum

Museums were seen as playing both a pioneering and continuing key role in the delivery system of heritage conservation. The museum community sees itself as playing a more important role in tourism than is generally appreciated. A number of individual museums and possible future museums were mentioned in the submissions. Some frustration was expressed regarding volunteer staff having difficulty keeping up with the increasing demands put on the system. The keys to developing a better province-wide museum network were seen by many as preparing an inventory of heritage resources and artifacts, priorizing activities, using local input and increased financial and technical assistance from the Province. The last point however, does not preclude efforts to increase revenue by the museums themselves.

Responsibility for the operation and management of museums was seen as being shared between the Province, local governments, and non-profit groups. The Province is seen as playing the primary role in the larger and more significant museums, while local agencies and groups could run better museums with the help of increased financial, technical and organizational assistance from the Province.

2.12 Historic Sites

"The primary responsibility for the development and operation of museums and historical sites has to be a burden shared between the people of the province and government, dependent upon the categorization of the museums and historical sites."

- Ida Dekelver
  Clearwater, B.C.

Submissions to Project Pride appreciated the important role which historic sites play in the heritage conservation delivery system. All levels of government, the non-profit sector, and the private sector were seen as having roles in the operation and management of historic sites. The combination of groups and activities appropriate to any particular site was seen as being dependent on the site's characteristics. Co-operative efforts involving all these components were considered as crucial in achieving the goal of authentic preservation, presentation, and interpretation of these heritage resources to educate and entertain the visiting public.

A specific concern raised in many submissions involved the question of transferring or selling existing Crown-owned or operated sites. Many respondents supported transferring these resources to local governments or non-profit groups. Few saw a direct overall management role for the private sector. Transfers were also supported on condition that heritage resources were adequately protected by standards and requirements, and that the groups taking them over had sufficient resources to manage them. Joint management of historic sites was also widely supported.

A second major issue concerned the imposition of admission fees to Crown-owned sites. Some submissions were strongly opposed, feeling it was inappropriate to charge for admission to public facilities. Others felt this would weaken the working relationship between volunteers and the public facilities that so need their assistance. Nominal entrance charges were supported by most on condition that they would not be high enough to deter visitors and that they not be intended to replace government financial assistance.

2.13 Heritage Tourism

"It is now recognized that cultural attractions are a major factor in bringing tourists to an area. People want new and unique experiences and they want to know about different cultures and economies."

- Mary-Liz Bayer
  Ron Sutherland
  Robert Hobson
  Heritage Society of British Columbia

Submissions to Project Pride were generally favourable towards the ever-increasing connection of heritage conservation with tourism development and promotion. The opportunities were clearly recognized including the potential for increased funding, more regional integration of heritage resources, and vastly improved promotional efforts.

Caution was none the less expressed regarding this development. The authenticity of heritage resources and integrity of heritage principles must be maintained and not subverted to purely economic and promotional concerns. It was also emphasized that the opportunities heritage resources provided for the tourism industry were every bit as important as those operating the other way around.

2.14 Education

"The Province should be the leader in promotional and educational activities to raise public awareness, understanding, and appreciation of British Columbia's heritage. Respect for heritage values should become part of the provincial character which can only be done through "education" in the broadest sense."

- Kent Wong
  Kamloops Heritage Advisory Committee

Submissions indicated that considerably more needs to be done in education and public awareness regarding heritage. There has been some progress incorporating heritage awareness into the provincial school curriculum, but it is felt more effort is necessary, particularly for local interests, resources, and issues. For the rest of the population, public awareness efforts need to be greatly enhanced to reduce the loss of heritage due to ignorance and neglect. A special effort needs to be made to increase the heritage awareness of politicians and other important decision-makers.

The level of training and skills development available to many people working in heritage conservation was considered inadequate. Many heritage projects are hampered by the lack of skills in the local population and by the unavailability of assistance from trained professionals. It is felt that the Province should play a lead role in ensuring that an adequate and accessible training system which covers the full range of skills demanded by this comprehensive field of interest is available. Although some good programs exist, accessibility is still a major problem.

2.15 Compensation

"The compensation requirement in the Heritage Conservation Act has been a major barrier to the protection of heritage resources at the municipal level. It is critical that the new legislation remove this requirement or substantially alter it."

– Jill Davidson
Planning Institute of British Columbia

The compensation issue was the most frequently raised single concern brought to the attention of the Task Force. There was unanimity in the recognition that clarifying the current provisions for compensation in the *Heritage Conservation Act* is required.

The major issue seemed to focus on whether designation is viewed as a form of expropriation or as a form of zoning or land use control. Both are treated differently under the law. Expropriation always necessitates the payment of compensation while land use controls or zoning do not.

Many groups argued that the compensation clause should be removed from the *Heritage Conservation Act* entirely. Others argued that it be clarified or tested in the courts. Most everyone agreed that financial assistance and incentives, not compensation, were the keys to successful preservation.

2.16 Legislation

"I'd like to start with what I believe the intent of the Heritage Conservation Act should be. It should be the continued protection of a non-renewable resource for future generations in as closely as humanly possible to its original form."

– Stuart Stark
Craigdarroch Castle Historical Museum Society

Numerous requests were made to change the *Heritage Conservation Act* to empower regional districts to manage heritage resources in unincorporated areas, to parallel the powers granted municipal governments. This was coupled with the suggestion that all three levels of government, provincial, municipal, and regional, be empowered to designate both exteriors and interiors of buildings.

Some presenters suggested that the *Heritage Conservation Act* explicitly be made binding on the Crown provincial. While this *Act* is clearly spelled out as binding in statutes such as the *Park Act*, its status is less clear in terms of other government authorities.

It was also felt that the *Heritage Conservation Act* should allow for the protection of heritage districts, rather than just individual buildings, and allow local governments to monitor alterations, signage, and incompatible new construction.

The general view as well was that the *Municipal Act* and the *Heritage Conservation*

Act need to be co-ordinated in key areas. An example is Section 544 of the *Municipal Act* which deals with compensation.

2.17 Roles of Government

"The provincial government must have the responsibility for producing legislation to ensure and facilitate the preservation of heritage places, objects, etc. The task of identifying and actually looking after these things will be best performed when shared with local historical societies, municipalities, interested individuals, and any businesses that can be persuaded to take part."

- Anglican-Synod Diocese of British Columbia

One of the most comprehensive of the heritage conservation issues identified in the submissions is the role of governments, including the federal, provincial, municipal, and regional district levels, and what each should be doing with respect to heritage conservation.

2.17.1 Federal Role

Regarding the federal level, one of the most widespread concerns was that the tax system currently discriminates against heritage building renovation in favour of new construction. More equity in this aspect of the federal tax system is desired. The Province was repeatedly asked to lobby the federal government for these changes.

Another issue related to the national building and fire codes and their implementation by all levels of government. Like the tax system, they discriminate against heritage building renovation by applying modern construction and safety standards which are not feasible for older structures and make renovation uneconomic. More flexibility in these codes with respect to older structures was desired. Concern was also expressed that provincial and municipal heritage conservation efforts are not legally binding on federally owned or regulated properties. Particular attention was drawn to the unenforceability of provincial or municipal designations on federal lands and buildings. The situation involving railway stations is a major frustration in smaller communities where they are often the focal point of heritage interest. A liaison between the federal and provincial governments to solve these problems was urgently requested.

Finally, concern was expressed over the jurisdiction of the federal government with respect to the Native peoples' lands and the difficulty which this creates for Native groups to exercise autonomy over their local heritage resources; what most communities also desire. Many Native submissions referred to this and the roles of the federal and provincial governments in the issue of land claims. More local Native control over reserve lands was requested to greatly enhance their ability to play a role in managing both Native archaeological and historic resources.

2.17.2 Provincial Role

A key role suggested for the Province was the co-ordination of the heritage conservation system. This would include developing improved guidelines, technical standards and procedures for various heritage activities, as well as publicizing them and encouraging their use.

Another suggested role was the provision of legislation and regulations to provide all participants in heritage conservation with powers and incentives to undertake the heritage protection, promotion, and development desired by the heritage community. Also supported was the strengthening of the local and regional support network to enhance communication and co-operation.

Many submissions addressed the continuing role of the Province in maintaining a province-wide archaeological site inventory and suggested the creation of a similar inventory for historic resources. The latter was seen as a co-operative effort between the provincial and municipal levels of government.

A further role identified for the Province is to promote heritage conservation by making its cultural, economic and social benefits more widely known to the general population. This involves undertaking a variety of activities that enhance public awareness and appreciation of the intrinsic value of heritage resources and the requirements of effective protection. The promotion and support of individual volunteer involvement should be a part of the overall effort.

Setting a good example in the way Crown-owned heritage resources and sites are protected, developed, and managed was considered another role of the Province. This role was seen applying to heritage resources such as buildings owned and rented by the government, archaeological and historic resources located on Crown land (91 per cent of the province's land area), and in particular, historic sites and museums currently operated by the government. At present, the Province is not seen as a model manager of heritage resources.

One of the most commonly referred to roles for the Province was the provision of sufficient funding and other incentives to municipalities, local and provincial heritage organizations, and owners of heritage resources to protect heritage. Current levels of funding were stated by most submissions to be inadequate. The allocation of funding to the many types of heritage resources depended on the particular priorities of each submission. Only a few submissions supported reduced funding for heritage activities. The financial resources necessary were seen as being disseminated through a variety of existing and proposed avenues, depending on the nature of the resource and the groups and individuals involved.

Another extensively identified role of the Province was to provide enhanced technical assistance to the heritage community. Most submissions stated that more professional and technical expertise should be provided by the government. This is in addition to the enhanced training programs and the development of technical material on heritage matters that many felt should be developed by the private sector.

Many groups and individuals supported enhanced delivery of financial, technical and staff resources by the Province, but there was an overall feeling by these groups of wanting to maintain local control of their projects and sites. Most often the smaller groups were in need of more technical assistance while the larger ones wanted more funding. The problem of depending on provincial assistance and the effect it has on the applicants' freedom of action was also raised in many submissions. They want assistance, but not undue control from the government.

A final role seen for the provincial government is that of liaison with the federal government and other national and international agencies.

2.17.3 Municipal Role

Most submissions to Project Pride supported giving municipalities the primary role of managing heritage resources within their jurisdiction using the regulatory provisions, incentives, and opportunities provided by provincial legislation. There was however, considerable disappointment expressed that many municipalities are not as committed to heritage conservation as they could and should be. Public input varied as to whether the problem was primarily attributable to the Province through its legislation and funding mechanisms or to lack of concern, interest and appreciation on the part of municipal governments. There was considerable agreement that the municipal role must be greatly enhanced to ensure a better conservation effort.

A number of specific issues were also raised regarding municipal roles. Many

submissions felt that a much more co-ordinated approach to heritage conservation should be taken by municipalities, incorporating elements of incentive programs with zoning, planning and building and fire code initiatives. Incentive programs suggested included property tax relief, property assessment relief, and grant and loan programs. It was also felt that more use should be made of the existing designation powers despite problems with potential compensation demands.

2.17.4 Regional District Role

"The fact that many heritage resources are located in the regional districts in the north has already been referred to. . . . . However, to date, regional districts have not been given heritage powers as have municipalities despite many previous requests from various bodies."

- Joint Heritage Advisory Committee of the City of Prince George and the Regional District of Fraser-Fort George

It was almost universally agreed that regional districts should have the same heritage powers and responsibilities as municipalities. Some discussion occurred as to whether these powers should be limited to areas outside existing municipalities.

2.18 Privately Owned Heritage Resources

"Sympathetic private ownership is the most economical means of conserving many heritage sites. Achieving this positive attitude is best accomplished by improved public education and incentives."

- Mary-Liz Bayer
  Ron Sutherland
  Robert Hobson
  Heritage Society of British Columbia

The issues surrounding privately owned heritage resources were mentioned by many Project Pride submissions. From the public input received, it would seem that many people feel this large component of the resource base is not being adequately dealt with by the existing heritage conservation system. There is, however, a widespread belief that these resources offer considerable opportunities for community enhancement and revitalization, provide substantial economic benefits and, in the hands of a sympathetic private owner, are an economical form of heritage resource management. The main areas of concern relate to the lack of incentives for preserving these resources and the lack of professional, technical, and trades expertise to do the job of rehabilitation and maintenance to desirable standards.

Particular mention was made of the lack of direct financial assistance available to privately owned heritage resources. Problems noted included the provincial government's limited financial assistance to these resources through the British Columbia Heritage Trust and the Heritage Conservation Branch. The exception to this was the popular Heritage Area Revitalization Program which many felt should be expanded to cover residential as well as commercial areas.

Submissions also referred to the severely limited grant and tax incentives offered to private owners by a few municipal governments. The reluctance of municipalities to use non-financial incentives such as building code, zoning, and planning flexibility, was also mentioned. The issues surrounding designation and compensation were also of particular importance in the management of these resources.

Another concern related to the federal tax system's discrimination against privately owned heritage resources. The rehabilitation and renovation section of the building industry is not permitted the same taxation and investment advantages and mortgage and loan incentives as the new construction sector. This works against a part of the building industry which is particularly significant in terms of job creation.

A major concern relates to the shortage

and difficulty of obtaining labour, information, and materials required to deal adequately with private and public historic buildings and objects. Technical guidelines and ethical principles critical to rehabilitation, renovation, and restoration are not widely enough known and followed by either the owners of these resources or those working on them. This problem is most serious in smaller communities.

The limited number and quality of professional and trades people working in the heritage field was regarded as a continuing problem. While progress is being made to raise the technical standards and ethical awareness of those doing rehabilitation and restoration work, through training courses and work experience, much more needs to be done to increase the number of fully qualified experts in the heritage field.

2.19 Incentives for Heritage Conservation

"What would convince a money-lender to help an owner preserve the heritage buildings is the commitment on the part of government, at all levels, to participate in preservation through financial and other incentives."

– J. Paul Shason
Gastown Historical Society

Tax incentives were noted as one of the most effective means of encouraging preservation. For example, the 1981 Economic Recovery Act in the United States increased the tax benefits for rehabilitating buildings and was aimed at investors in the private sector. It is credited with completely changing the American attitude towards preservation and since its start has led to over $5.27 billion of rehabilitation with a ratio of public to private investment of 1:16.

In Canada, changes to our federal *Income Tax Act* are seen as critical. Suggestions ranged from accelerated depreciation allowances and write-off provisions for heritage resources to tax concessions for the donation of heritage resources to the Crown.

The National Building Code was cited as a major disincentive to preserving heritage buildings. It was strongly argued that heritage buildings cannot be expected to meet present standards for seismic, fire, and other requirements.

Direct financial incentives were seen as critical. Grants, low-interest loans, mortgage guarantees and cost-sharing schemes, to name a few, were proposed. The Province was asked to consider Britain's Architectural Heritage Fund which offers low-interest loans from a revolving fund established specifically for building preservation. Also proposed was a New Zealand government program which provides small maintenance grants to private owners of heritage sites in exchange for public access.

The Winnipeg Core Area Initiative Program was presented as a model where the government and private sector cost-share rehabilitation on a 1:6 ratio of government to private funding. Other cost-sharing programs suggested were the American and Canadian Main Street programs, and a "Partners in Heritage" concept for small economically depressed communities where seed funding would allow them to pursue tourism and economic development based on heritage resources.

Recognition of conservation effort was noted to be a direct incentive. A province-wide heritage improvement award program was suggested to acknowledge outstanding achievements in heritage conservation throughout the Province. It was also suggested that new buildings of special architectural merit receive honorary recognition.

Many tools for heritage conservation were proposed as incentives. Zoning was mentioned frequently as one of the most powerful. Some argued that Official Community Plans should clearly establish heritage objectives which could then be

achieved in part through zoning. Other tools mentioned to encourage conservation included the use of bonus densities, the transfer of development rights and property assessment freezes.

Awareness was also mentioned as a key incentive. Knowing what can be done and how conservation can be implemented were frequently suggested as incentives. There was a plea for more technical assistance from the Province. Some felt that Heritage Resource Centres should be established with a number of travelling advisers to assist groups and owners in carrying out heritage conservation measures.

2.20 British Columbia Heritage Trust

"The efforts of the Trust since its establishment a decade ago have been tremendous. Without a doubt, the Trust has been the main player and catalyst for the promotion of heritage conservation in this province and for the restoration of numerous buildings and sites. Yet, there are a number of problems..."

– Bjorn Simonsen
The Saanich Heritage Foundation

The Trust was commended for its wide range of funding programs and the excellent co-operation and advice of its staff. Its work was applauded and many ways were suggested to enhance and expand its beneficial programs.

It was strongly stated in numerous submissions that the Trust policy of not considering grants for restoring moved structures is short-sighted. Heritage moved is still heritage saved and often the only option available.

It was felt that the Trust discriminates against unincorporated communities by excluding them from the Heritage Area Revitalization Program. Remote and rural buildings were flagged as requiring special attention by the Trust.

The Trust's selection process and criteria for approving funding seemed misunderstood. It was felt that the Trust used too narrow a definition of heritage and that it rarely used on-site technical inspections to assess applications.

Many felt that Trust programs should be expanded in scope and funding. Many requests were made for technical assistance from the Trust.

Some felt that the Trust could function more effectively if it was separate from the Heritage Conservation Branch. Numerous suggestions were made on ways to improve its financial structure.

2.21 Heritage Conservation Branch

"While our requests for provincial funding have been well received and we have found staff of the Heritage Conservation Branch to be most helpful, we feel that the programs offered are too limited in scope."

– Rosemary Zelinka
Central Okanagan Heritage Society

The vast majority of submissions urged the Province to take a lead role in the preservation of our heritage. The Heritage Conservation Branch is perceived as critical in implementing many aspects of this mandate, particularly to provide specialized technical assistance at all levels. The Branch is seen as being understaffed and lacking adequate financial resources to properly carry out its responsibilities.

2.22 Organizational Delivery

"The value of volunteerism is lost in provincial thinking despite provincial lip service to the volunteer. The loss shows by provincial bottom line thinking. This is not fair and is a false view of the economics of heritage. Volunteer activity must be taken as a serious form of 'revenue' for an organization."

– John Mitchell
Alberni Valley Museum

Volunteers are very enthusiastic about the crucial role they have played in developing and operating the heritage system and in lobbying for the interests of heritage through the recent times of economic

hardship. Although many appear to be frustrated with the leadership and assistance they receive from the higher levels of the system, they wish to continue being the primary implementers of activity, particularly at the local level. In order to do this job adequately, they feel increased funding, professional assistance, and training opportunities are required.

The role and influence of the province-wide heritage groups have grown in recent years. They feel they are now able to provide enhanced services to the local groups and with support from the government, they feel they could do much more. Volunteers, both individually and through their local and provincial groups, also want more input into the policy and decision-making levels of the system.

2.23 Specific Site Issues

"Heritage resources include many types of buildings, including residential, commercial and industrial transportation artifacts, monuments, trails and corridors, both on land and water, sites of historical interest, natural areas and vegetation, views and vistas identified as having heritage value within a given community or area."

– Elizabeth Low
Ladysmith, Duncan, Nanaimo Community Forum

The Task Force received a number of suggestions concerning specific heritage sites or resources throughout the province, a list which would be too long to detail here. A few of these issues deserve mention as they represent larger concerns.

The most controversial was the Eaton's Centre development proposal of Cadillac Fairview in Victoria. Numerous petitions were presented by groups and concerned individuals, raising questions about the heritage conservation process in our communities. Various sections of the *Heritage Conservation Act* were questioned and additions were suggested, including the ability to designate heritage districts and streets. A "Quebec City Solution" proposed that Victoria's Old Town receive financial assistance and guidelines for preservation from the federal and provincial governments. It was also mentioned that visitors to Victoria spend in excess of $450 million annually, attracted by the city's heritage. Yet there seems to be a lack of willingness to plan for the long term preservation of this very fabric.

Another issue of provincial concern was the fate of Alexandra Bridge, north of Hope, B.C., which has been proposed as a national historic park. Located in unorganized territory, it has no municipal body to support its preservation, other than the regional district. It requires leadership from the Province.

A third issue which had a provincial context was the concern for the preservation of Native Indian culture. A provincial cultural centre was suggested to encourage co-ordinated work on this foundation of our cultural fabric.

3.0 HERITAGE CONSERVATION: RATIONALE, SCOPE AND PRINCIPLES

3.1 RATIONALE

British Columbians value their heritage. The Task Force was impressed with the commitment demonstrated by so many individuals and groups working toward the conservation of British Columbia's past. The number and quality of submissions are a convincing testament to the importance of heritage conservation to the public.

Through Project Pride, people from every sector of our society identified many of the benefits of heritage conservation, ranging from the psychological to the economic.

Heritage has a high personal value relating to the close ties between natural and cultural environments and the individual. It provides us with a feeling of identity, place, and well-being by identifying where we came from and how we became what we are today. Heritage prepares us for the future and for adapting in a rapidly changing world.

Evidence and knowledge of the past foster our understanding of the many people that form our society and allow for the bridging of cultures by developing a mutual appreciation of differences and similarities.

The scientific value of heritage conservation cannot be overstated. Heritage resources are major sources of information for understanding our cultural and natural past. By providing data on materials, technologies, beliefs, artistic expression, behavior, and lifestyles of past cultures, heritage resources assist in the understanding of those cultures and the environments in which they existed.

In many cases, the only records we have of past cultures are the materials left behind, on and in the ground. This makes them non-renewable, scarce, and endangered sources for understanding the past. They have special value.

Many heritage resources have aesthetic qualities that make our environment a pleasant place. Through artistic expression, the design of objects and structures and their location in the natural and cultural environment, these resources create a cultural landscape that gives a community its social and environmental identity.

The economic benefits of heritage conservation are many and varied. The business of conservation, through the maintenance, rehabilitation, and renovation of heritage objects and structures can provide a community with both revenue and jobs.

For example, heritage fosters the rehabilitation and renovation of existing buildings. In 1982, $6.9 billion was spent by the rehabilitation industry and private homeowners on residential buildings in Canada. More conservation would increase this activity. For every $1 million invested in rehabilitation work, 59.5 direct and indirect jobs are created, compared with 49.5 jobs for all residential construction. Renovation is the fastest growing sector of the construction industry and its costs are approximately half of new construction. Conserving heritage structures is an important investment in the economic well-being of society.

This positive impact on the economy is increased by the renovation and rehabilitation of collections of buildings resulting in the revitalization of older commercial and residential areas. The Heritage Area Revitalization Program of the British Columbia Heritage Trust, the Main Street Program of Heritage Canada, and the Downtown Revitalization Program of the British Columbia Ministry of Municipal Affairs, have resulted in an increase in the amenity of communities. Economies have

been enhanced through private investment in renovation ($400,000 in Rossland), use of communities in film production ($4 million in Nelson), and in the revitalization of commercial areas, resulting in greater retail and service activity.

Travel research studies have proved that visitors are attracted to communities by conserved structures, neighbourhoods, business districts, as well as specific heritage attractions. These visitors stay longer and the resulting greater expenditure expands the tourist trade.

Studies throughout North America, including British Columbia, confirm that heritage sites rank high in popularity as tourist attractions. The impact of major heritage attractions through visitation and expenditures to municipalities can be substantial. The new Tyrrell Museum in Drumheller, Alberta hosted 600,000 visitors who left $16.2 million in the local economy in 1986.

As part of an integrated and holistic approach to conservation, all these values work to provide the benefits of a strong individual and community identity, which in turn generates community revitalization, tourism development, social stability, and pride in who we are.

Because of this and the commitment already shown by so many British Columbians towards the preservation of the past, we are convinced that heritage conservation is essential to the well-being of our province. For provincial involvement, heritage conservation is as important as other social and economic programs.

It is the responsibility of our society, at all levels of organization, to assume the stewardship of the valuable resources from our past and to ensure they are protected, preserved, understood, and presented for the benefit of present and future generations. We must work together.

Recommendation

- That the government of British Columbia continue to recognize heritage as a legitimate area of public policy that requires leadership from all levels of government.

3.2 THE SCOPE OF HERITAGE

Project Pride was initiated in an environment where there was wide-spread recognition of the value of heritage buildings, structures, objects, and archaeological sites. Through the hearings, the Task Force soon found that the scope of heritage was much broader in the eyes of the public. It was therefore necessary for us to develop a workable concept of heritage that fairly reflects the public view and the objectives of government policy.

3.2.1 Discussion

The Task Force discovered an unexpected breadth to the heritage conservation movement in British Columbia. Many special interest groups have organized to cover a wide spectrum of heritage. Submissions were received from groups promoting cultural and natural heritage, built and intangible heritage, trails, underwater archaeology, multicultural issues and others.

All these areas are clearly important to the public and this is not surprising. In a province like British Columbia, our outlook has been shaped by natural and cultural forces over many centuries. Recognizing this, people see the value of resources representing the influences on our psychological and physical development.

A variety of groups that came before the Task Force expressed the sentiment that certain natural heritage resources are as important for understanding our social and cultural development as man-made resources.

We agree all natural phenomena for our purposes should not be considered heritage. We feel that if a natural resource has interacted with or affected our cultural

being then it goes beyond intrinsic ecological or biological value to a level of cultural significance.

Many submissions were made on the intangible cultural heritage of our ethnic communities. These dealt with resources such as language, ceremony, music, dance, spiritualism, art, and aural history. We appreciate the rich cultural makeup of our society and recognize the need to preserve these areas of cultural expression. We do not feel there is an effective way to protect these resources through legislation, but we can recommend their preservation by policy and program implementation.

Given all of this, the Task Force is of the opinion that the scope of its review must be broader than originally intended. It must include natural heritage and tangible and intangible cultural heritage. But it must be recognized that the Task Force cannot deal with all heritage at the same level of detail.

Therefore, all of these heritage resources are considered to be worthy of consideration at some level of legislation, conservation policy, and program, or for further review by the Province.

Recommendations

- The Minister should investigate how his Cultural Services Branch, the Heritage Conservation Branch, and the Heritage Trust can most appropriately collaborate to serve the interests of intangible cultural heritage.
- The Minister should encourage the inclusion of provisions in the *Heritage Conservation Act* that provide for the protection of selected natural heritage sites.

3.3 PRINCIPLES FOR DEVELOPING HERITAGE POLICY

The development of heritage conservation policy requires acknowledging a variety of rights and interests. From the testimony we received and from the detailed experiences that have been described to us, we have identified key principles to guide the development of heritage conservation policy

- ☐ **Stewardship.** There is a stewardship role which each society inherits in trust from past generations. It is important that the political system include processes to remind sequential elected officials of their historical responsibilities of stewardship and the community's expectations that this "contract of honour" will be upheld over time.

- ☐ **Selectivity.** All heritage resources cannot be saved, hence priorities must be established to direct protection activities and resource use. As the *Heritage Conservation Act* recognizes, there are some heritage resources which have such significant scientific and historic value as to be protected as a class through specific provisions in the Act.

- ☐ **Fairness.** It is very important that any heritage resource management program treat all individuals and groups with a balanced concern for the rights of the individual and the collective rights of the group or community. While what is perceived to be fair and equitable does vary over time, there is a variety of processes which can facilitate fair treatment.

- ☐ **Notice.** Landowners, developers, and potential purchasers should be notified of community heritage interests relating to property or land.

- ☐ **Local Involvement.** Involving the local community is absolutely necessary to conserve heritage sites and objects.

- ☐ **Partnership.** Heritage resources require support from many sources.

- ☐ **Native Involvement.** Steps must be taken to ensure that Native Indians can become more involved in the decision-making, stewardship, and support systems associated with Native heritage resources.

- ☐ **Minimal Regulation.** Regulation alone is seldom an effective tool. It must be complemented by policies and programs to encourage commitment to, and achievement of, heritage conservation goals.

- ☐ **Integrity of the Resource.** Heritage conservation programs must respect the inherent values of the resources as evidenced in their physical characteristics and the context in which they are found.

4.0 ISSUES IN HERITAGE CONSERVATION

Public and professional input to the Task Force provided a broad exposure to the issues in heritage conservation that need to be addressed. Some of these are philosophical and legal problems and some are technological issues. Some are very conceptual, while others are narrow and specific.

4.1 CONCEPTUAL ISSUES

4.1.1 Heritage Resource Recognition

Two of the main goals of heritage conservation are heritage resource recognition and the protection of recognized resources. There are many heritage resources that can be considered for recognition and protection, and since not all of them can be preserved, achieving these goals requires being selective. This involves choosing resources that are worthy of recognition and protection, based on appropriate criteria. This ensures that the correct sites and objects are being addressed and that scarce program resources are not squandered on the undeserving.

A process of graduated levels of recognition and protection is the second element required. The significance of a resource is directly related to the levels of recognition and protection that it receives. Thus a site of major importance could be bought, designated, restored, and developed as a heritage site or attraction, while a site of modest importance may only receive a plaque recognizing its place in history. There are many possibilities between these extremes.

The Task Force agrees with this approach to heritage conservation at both the provincial and community levels as it provides for the most efficient and effective heritage conservation programs.

4.1.2 Heritage Designation

Heritage designation is one of the approaches to recognition and protection of significant heritage sites. This is a legal means by which the Province and municipalities can control activities affecting the integrity and heritage value of significant heritage resources. It is achieved under the *Heritage Conservation Act*.

The intent of designation is to protect heritage resources from uses or activities that would destroy their integrity. Because designation is one of the highest forms of protection, it is also considered to be the highest form of recognition.

As the process involves restrictions on use of private and public property, designation should not be undertaken unilaterally, by either the Province or local governments. It should involve a system of due process, including public notification and appeal.

Designation is an important legal and technical tool that may affect individuals and corporations. It must, therefore, be employed only when warranted and by using an appropriate system of criteria that clearly and correctly identifies deserving sites. These criteria should be incorporated into the system of due process required for designation.

The Task Force feels that designation is a process that should recognize the passage of time. Some heritage resources cannot be kept forever and the physical, social and economic environment within which they are found, changes over time. Accordingly, we recommend that designations and the process of designation be reviewed when deemed appropriate. This consideration should be included as part of the due process provisions of heritage designation.

Recommendations

- Due processes of designation, notification, appeal and review should be established for provincial and local government levels in the *Heritage Conservation Act*.
- Due processes of designation should include provisions implementing criteria for selectivity established at the local or provincial level.

4.1.3 Heritage Conservation and Property Rights: The Question of Compensation

Regulation is not the most effective means for achieving heritage conservation goals. The provision of compensation for designation in the *Heritage Conservation Act* is such a case.

Designation is a method of applying protection under the *Heritage Conservation Act* to a particular resource. The protective provisions control activities that may affect the value or integrity of the resource. This has been interpreted as removing private property rights for the benefit of society.

Initially, the option of providing compensation was introduced in the 1977 *Act* in an attempt to encourage the use of designation as a protective tool by municipalities and the Province. Contrary to the expected result, this provision has stymied attempts to conserve deserving resources as municipalities have been uncertain of the legal obligation to provide compensation.

It is the Task Force's view that compensation should not be provided for designation.

The main arguments for providing compensation are based on ensuring equity and fair treatment for heritage property owners who may suffer real or perceived economic losses due to designation. Compensation may also act as a deterrent to the abuse of designation powers by municipal and provincial decision-makers.

The authority to give compensation and/or subsidies can be misused. The *Municipal Act* prohibits compensation being paid for losses resulting from the exercise of community planning powers. This reflects the enormous difficulty in attempting to assess such economic "loss".

A well planned heritage conservation program, integrated with a community planning program, will rarely cause a heritage property owner to suffer a cash-loss from designation. Any reduction in value would be in speculative potential for the property. Providing compensation for heritage designation would create a double standard and could encourage abuses. Subsidies or a 'quid pro quo' for a planning action could be disguised as heritage compensation and thereby circumvent the restriction against such compensation in the *Municipal Act*.

One of the main cases against compensation is that it inhibits the desire of decision-makers to designate and thereby protect valuable heritage resources. Whether or not compensation should be provided is, therefore, a key issue. The central question is whether heritage designation is a form of expropriation or a form of land-use control.

In the United States, the Supreme Court has ruled that heritage designation does not constitute expropriation if it is done in the public interest, and in a manner which does not violate due process. The Supreme Court of Canada has supported Ontario's heritage legislation which does not require the payment of compensation for heritage designation, but does provide due process in designation. This implies that heritage designation can be treated under law as a form of land-use control. In Canada, only British Columbia and Alberta provide compensation.

The Task Force agrees with this interpretation. It is the opinion of the Task Force that heritage conservation is a land-use matter and that designation should

include due process involving notice of intent and procedures for appeal as provided in major land-use decisions of municipalities and similar decisions of the Province.

It is our opinion that due process includes statements that clarify the significance of the resource and why it is being designated and recognizes there is a duration to designation. We also feel that designation without compensation should be implemented in a system containing incentives that may be offered by municipalities, the Province and the federal government. Compensation therefore, should not be a part of the designation process.

There are no basic differences between heritage property and objects as to the potential good that they provide to society. We are, therefore, of the opinion that significant heritage objects should be designated and, as with real property, recommend that no provisions for compensation be provided as long as provisions for due process are introduced as part of designation.

In expressing this, we recognize that there are pragmatic differences, such as the mobility of heritage objects, that must be addressed through legislation, policies and programs.

Recommendations

- The protection for the rights of property owners should be enhanced through provisions in the *Act* for due process that would replace the current provisions for compensation.

4.1.4 Ownership of Archaeological Resources

Attempting to provide protection and management of heritage objects has suffered from the objects' mobility and ultimate sale. Native archaeological artifacts in particular have frequently been illegally removed from sites or otherwise acquired, sold and/or removed from the province.

The difficulties in attempting to control this activity are both pragmatic and legal, as reflected in the problems with policing, determining ownership and the absence of significant penalties. We also noted the assertion by Indian bands that Native archaeological objects belong to the Native community.

Other jurisdictions have addressed this problem, in part through declaring public ownership of all objects and associated materials from archaeological sites, and by imposing substantial penalties for contravening the legislation.

By following this example, the Province could control effectively the disposition of Native archaeological objects and ensure that at least the most valuable objects remain in the province or even in their immediate area of origin.

We are aware that this is only the first step for protecting the resource. Further consultation between the Province and the Native community is necessary to resolve fully the issue of ownership.

Recommendations

- The ownership of all pre-contact North American Indian archaeological artifacts discovered after passage of new legislation should be assigned to the Crown in trust.
- The Province should enter into a process of consultation with Indian bands regarding the ultimate ownership and stewardship of Native archaeological resources.
- Deterrents to contravention of heritage legislation should be strengthened.
- A program for the repatriation of significant archaeological artifacts should be established.

4.2 SPECIAL ISSUES

4.2.1 Archaeological Sites

There are approximately 16,000 archaeological sites in the Province of Brit-

ish Columbia that are known and recorded. There are countless others that have yet to be discovered. These sites are located throughout the province in urban and rural areas, on land and under water.

Although usually associated with our Native community, they give evidence of most of the many cultures that have lived in the province.

One important principle in heritage conservation is that some categories of sites are so special for scientific or other heritage value, that they deserve special category protection. The *Heritage Conservation Act* attempted to address this, but has been interpreted in its narrowest sense, leaving many types of archaeological sites without protection unless they are designated.

Because archaeological sites are valuable records of the past that may go back thousands of years, and because there are many sites as yet undiscovered, we support the existing legislation that recognizes a need to provide this special protection. However, it is necessary to extend this protection to a wide range of archaeological site-types not currently listed in the *Heritage Conservation Act*.

The many archaeological sites, their dispersed nature and the fact that many are as yet to be discovered, present exceptional management problems for the Heritage Conservation Branch and regulatory agencies that oversee land development. Existing management resources are insufficient to ensure that archaeological resources are effectively and responsibly managed.

Recommendations

- Special category protection provisions of the *Heritage Conservation Act* regarding archaeological sites should be amended to include any pre-contact North American Indian archaeological site.
- The Province should investigate means for increasing staff to manage archaeological resources.
- The Province should undertake the preparation of an Archaeological Site Management Plan.

4.2.2 Museums And Archives

Museums and archives play a pivotal role in the identification, development and interpretation of movable and immovable heritage. The Task Force believes that museums and archives provide an essential service. Without them, the collective memory of our province is gone. Several issues and problems are confronting museums and archives in British Columbia.

Archival material has traditionally been a very low priority for heritage funding in the province. As a result, there has been an appalling loss of valuable resources and a lack of public access to the resources that have been preserved. There is a need for an archival plan or provincial archives policy in British Columbia to develop standards for the preservation and development of the resource. These guidelines should be articulated after consultation with the public.

Archives management is moving towards decentralization — preserving material in the region of origin to allow people to utilize their heritage. The onus is on municipalities to include historical information with the management of their current records of business. Given the trend towards decentralization, the role of the provincial archives advisor should be strengthened.

The concern most often expressed to the Task Force by the museum community was the need to develop standards. Respondents were split as to whether standards should be developed by the museum community and its professional associations or by the government in conjunction with the establishment of funding criteria.

There are more than 300 museums in British Columbia and the number is

increasing. Many museums expressed the need for a museums or heritage advisor. Such a position was provided by the Province until 1982. The Task Force agrees that reinstating this function would facilitate response to local needs and enable delivery of useful services. Museums in British Columbia feel isolated and would like more access to information, and assistance with problem solving.

Recommendations

- Museums and archives should be regarded as an integral part of the heritage conservation system.
- An archival plan for the province should be developed which delineates the role of the Province, local governments, and public and private organizations in funding and conserving our archival resources.
- Local governments should be encouraged to preserve their archival heritage.
- There should be a comprehensive review of museum funding and support in the province.
- A provincial museum policy should be adopted.
- A museums advisory function should be created to provide support, training and technical information, with particular emphasis on assistance to museums remote from large centres.

4.2.3 Cemeteries

The Task Force was informed of the neglect of the province's cemeteries. Numerous cemeteries in British Columbia would be recognized for their heritage value and be considered worthy of conservation if they were judged by the same standards that are applied to buildings.

All historic cemeteries by their layout, design, symbolism of markers, and choice of epitaphs reflect the changing customs and attitudes of a developing society, and are in sharp contrast to the utilitarian arrangement and practical markers of the modern cemetery.

Along with its intrinsic artistic and architectural value, the cemetery and its markers provide a wealth of information for demographic studies, patterns of migration and settlement, religious and philosophical beliefs, social character and genealogical studies.

As urban land becomes scarce and the traditional reverence for cemeteries decreases, they are a constantly threatened historical resource. With little regard or appreciation for their value, they are often left to deteriorate from climatic conditions, pollution, vandalism, uncontrolled growth and careless maintenance. It is important that this valuable resource be recorded, utilized and most of all preserved.

Heritage guidelines are required to ensure that all cemeteries in British Columbia of potential heritage significance will be recognized.

Dual ministry representation on a select special committee (Cemeteries Division of the Ministry of Labour and Consumer Services, and the Heritage Conservation Branch of the Ministry of Tourism, Recreation and Culture) would provide for the protection of heritage value while at the same time recognize the legal aspects of cemetery legislation. Upkeep and preservation standards should be subject to review by a committee of the same ministry representation.

Recommendations

- The Heritage Conservation Branch should develop guidelines to assist in determining the heritage significance of cemeteries.
- A committee with representation from the Heritage Conservation Branch and the Ministry of Labor and Consumer Services should be formed to consider strategies for the upkeep and preservation of cemeteries deemed to have

heritage significance.

- The British Columbia Heritage Trust should make financial assistance available for heritage cemetery restoration.

4.2.4 Palaeontological Sites

British Columbia has a wide variety of palaeontological (fossil) resources, both plant and animal. Many are scientifically significant and not found anywhere else in the world.

There has been a notable increase in the exploitation of these resources, due to a growing awareness of their scientific, commercial and recreational value.

Currently there is no formal assignment of responsibility by the Province for palaeontological sites and resources. This has resulted in a lack of clearly defined policy or method for conservation.

The Task Force feels that palaeontological resources must receive some form of management to ensure that scientifically significant specimens or information are not lost through private collection and/or commercial development. Regulated resource use can also ensure sensitive sites are protected from degradation.

Recommendation

- A provincial policy should be developed to guide the management of palaeontological resources.

4.2.5 Heritage Trails

Heritage trails are simply trails which have heritage significance. They range from trails that were once Native trade routes whose use goes back before the historic period, to trails representative of various phases of exploration and development over the last 200 years. They include "grease" trails, fur brigade trails, gold rush trails and telegraph trails. The word trails is often used rather loosely and may include early wagon roads and even old tramways and railway grades.

An important attribute of heritage trail conservation is its recreational value. This is a form of adaptive reuse. Heritage trails are appreciated for what they were as well as what they are today. While there is overlap between historical value and recreational value, each one as it applies to trails is quite distinct.

Managing heritage trails poses unique problems because of their linear nature. While a trail itself may be narrow, the area on either side of the trail that contributes to the quality of the experience, may be considerable. Since many heritage trails are looked on to provide extended hiking experiences, the portions of interest tend to cover a wide area. This leads to the need to deal with many surrounding land uses and jurisdictions.

The basic requirements for conserving heritage trails are to protect their historical and recreational values. The *Heritage Conservation Act* is well suited to protecting historic values through designation.

There are at least 60 known trails with potential for designation status. The legislation is not, however, geared to the ongoing recreational management of a site. In the case of forest land, which accounts for most of the historic trails, the *Forest Act* applies. This act does include provision for the establishment and control of recreation sites and trails.

The current direction in heritage trail conservation in British Columbia is to combine these two avenues. In view of the special characteristics of trails from a conservation perspective, creating a distinct category of protection would strengthen any measures now possible and could recognize the complex heritage, resource and recreational management requirements of heritage trails.

Recommendation

- A category of designation referred to as "Provincial Heritage Trail" should be included in the *Heritage Conservation Act*.

4.2.6 Underwater Sites

There are more than 2,000 known shipwrecks in British Columbia waters. These range from Chinese junks and historic ships to modern freighters. In the past, divers have considered shipwrecks expendable. Every wreck that has ever been discovered in British Columbia waters has had material removed from it, detracting from its value for subsequent diving experiences. With the continued growth of scuba diving and the advance of underwater exploration technology, these occurrences are accelerating. These resources warrant serious consideration for protection under provincial and federal controls.

The heritage value of historical shipwrecks is difficult to assess. While only a few are considered to have historic significance or archaeological value, many more have aesthetic and recreational value. Some may have commemorative meaning and significance as places of final rest.

Based on the experience here and in other provinces and countries, shipwreck management and promotion of shipwreck diving need not be expensive. One analyst estimates that, in conjunction with legal protection, a modest program of site management and wreck diving promotion could result in economic benefits of over $35 million per year. An added feature of shipwreck tourism is that the best time of the year for diving in British Columbia coastal waters is winter, when the need for tourism business is most critical.

While the objective of shipwreck conservation would not appear to be controversial, jurisdictional fragmentation would make this a most complex challenge. There are at least a dozen federal and provincial statutes that could apply. Currently, historical shipwrecks are at the periphery of many agency mandates, but their conservation has been a low priority for all of them.

Recognizing these overlapping jurisdictions, an effective management program should spread the conservation responsibilities to share the burden evenly among the organizations.

At the provincial level, either the Ministry of Tourism, Recreation and Culture or the Ministry of Environment and Parks might be considered to assume the role of the lead agency. Pending International Maritime Laws make federal involvement a logical necessity.

The Task Force feels that in an effective management program the users could be well represented by groups such as the Underwater Archaeological Society of British Columbia. These groups, as well as affected government agencies and non-government organizations, could form a management committee responsible for the protection and tourism development of shipwreck sites.

Recommendations

- The Province should work with the federal government to develop effective legal protection for heritage shipwrecks.
- A co-ordinated shipwreck management program that involves various government agencies and volunteer organizations should be established.
- The Province should undertake a program of identifying and designating historic shipwrecks.

5.0 STEWARDSHIP AND OPPORTUNITY: SHARING THE CHALLENGE

The British Columbians we met during the hearing process shared a deep pride in our province. There is growing awareness that British Columbia was and is a special place for undertaking daring deeds, quiet efforts with purpose and spectacular new ventures.

We share the creation of that history, its enjoyment and a willingness to preserve the past. Heritage conservation is a shared responsibility based on the sense that active stewardship of our traditions, land and culture is a reflection of our maturity and our belief in the future.

Private and public sectors must be stewards together. Our Native and non-Native populations are enriched by the heritage of many cultures and can share the heritage of the land that we regard as our home. No single agency or level of government can preserve our heritage. We must do it together.

Creating a chain of commitment that links us is no small challenge, yet this is what must be done if we are to manage our heritage resources and avoid duplication in the expenditure of time and money.

This section outlines the roles that we believe different groups should play in a joint venture to conserve our past.

Clearly the provincial government wishes to distinguish itself by assuming leadership in this area. We feel the following suggestions will help fulfill that goal.

5.1 THE ROLE OF THE PROVINCE

5.1.1 Leadership Through Stewardship

Stewardship is the careful husbandry of our resources. The public believes very strongly that the government should demonstrate stewardship through all facets of the management of our public/provincial heritage resources. The application of stewardship begins with political awareness and acceptance of the principle, and proceeds to the provision of skills and resources. Examples of effective stewardship in provincial government are:

- ☐ An agency of government that carefully restores a heritage building in a thoughtful manner as opposed to vacating it or rebuilding somewhere else.
- ☐ A resource agency of government that sets aside sufficient funds to carry out archaeological impact studies, prior to development.
- ☐ A designated provincial heritage site that is provided with sufficient resources to arrest its physical decay and effectively preserve its structure and artifacts for future generations to enjoy.

Ninety-one per cent of British Columbia is provincially owned land. Much of our heritage, dispersed and linked to our natural landscape, is under provincial ownership and care. The co-ordination of provincial trail programs, the regulation and management of archaeological sites and the management of palaeontological resources require specially skilled management and co-ordination that is most cost-effective when provided at the provincial level of government.

The growing network of museums, archives, heritage sites and attractions requires provincial coordination and support even though local government and volunteers will continue to be the major source of resources for these facilities.

The sum of our local heritage priorities does not fully reflect our heritage as a province. There is a real need to develop a coherent strategy to preserve, present and educate British Columbians about our collective provincial heritage.

We recommend an approach that encourages regional development and stimulates the involvement of private and public interests prepared to invest in themes such as industry, agriculture, forestry, mining, Native Indian history and maritime history. Such a program can also provide a forum for bringing all elements of society together — old and young — Native and non-Native — in a building process that would create pride and leave a legacy of heritage for future generations to enjoy.

Recommendation

- The Province should initiate a provincial heritage theme development strategy in collaboration with public and private partners.
- The Province should develop a three-year Provincial Heritage Plan, with input from an advisory group, as a follow-up to the program recommendations from "Project Pride".

5.1.2 Leadership by Example

Many Project Pride submissions indicated that the protection powers of the *Heritage Conservation Act* are considerably weakened because the provincial government need not comply with its own heritage legislation. They identified situations where resource ministries of government were able to pursue development without conducting the kind of archaeological impact mitigation program that a private company would have to implement to comply with the current *Heritage Conservation Act.*

It also appears that some government departments are less than model owners of heritage property, which seems inconsistent with the principles supported by the *Heritage Conservation Act.*

It is vitally important that the provincial government lead by example and that it demonstrate or exceed the levels of heritage management that it expects of communities or private developers. This will only be achieved through clear Cabinet directives that reinforce heritage legislation. An inter-ministry process can assist ministers to implement sound heritage practices in a cost-effective and practical manner. Some situations may require amendments to legislation to ensure effective follow-through by ministries.

Recommendation

- The *Heritage Conservation Act* should be binding on the Crown provincial.
- Enabling legislation that applies to specific ministries should be altered to permit them to manage heritage resources within their respective mandates.
- The Heritage Conservation Branch should develop appropriate standards and guidelines for management of heritage resources by provincial agencies.

5.1.3 Leadership Through Education

In every community we visited, strong representation was made that the Province should support heritage awareness through education programs. Three areas of emphasis emerged: formal education, public awareness and heritage worker training.

Formal Education

The Ministry of Education is to be congratulated on its efforts to increase the focus of school history programs towards local, regional and provincial history. This is a good start but there remains a long way to go to ensure that our children are "heritage literate". Better materials for the curriculum, improved access to high quality films and videos, and effective field heritage programs could greatly enhance current initiatives.

Public Awareness

The current adult population has received an education that has sometimes given the illusion that we have no real heritage in British Columbia; that heri-

tage exists only in foreign countries. Unfortunately, more than a few of our decision-makers also suffer from inadequate knowledge about the quality, extent and value of "home grown" heritage.

There is an urgent need to develop a public awareness program that can provide remedial upgrading before we lose the heritage we have. We often hear stories of resources recently lost that could have been featured, for example, as valuable tourism attractions. A strong heritage awareness marketing program that focuses on decision-makers in heritage settings could have a major impact. This program would be designed to convert interest to commitment. We sense in all quarters of the province latent interest in heritage, waiting to be tapped and encouraged.

Heritage Worker Training

Heritage workers are often volunteers or employees of volunteer boards. There is a desperate need to increase the skills of heritage workers and to help them develop techniques from fund-raising to conservation management. Many of the training programs that exist in the province could meet many of these workers' needs if they were made more accessible and marketed more effectively.

The range and quality of conservation that our heritage resources will receive is directly related to the skills of the people who manage the resources. Increased government support for this area is a necessary and extremely cost-effective investment.

Recommendation

- Formal education, public awareness and worker training programs should be developed by the government and made accessible to all communities in the province.

5.1.4 Leadership Through Support and Development of Provincial Organization

All heritage workers, volunteer or professional, share four important aims:

- ☐ To identify what should be kept
- ☐ To select priorities based on sound criteria
- ☐ To protect heritage resources from forces that would see them destroyed
- ☐ To find the resources for a conservation program that would add lustre and longevity to a particular site or object.

To achieve this for a personal possession, like a treasured family Bible, may not require much planning, collaboration or resources. To apply an effective conservation program to a shipwreck, a semi-dilapidated mining operation or a 500-mile trail, requires skill and co-ordination. To create an interlocking system that extends across all facets of heritage in our province is a challenge that is both appealing and daunting — but it can be done.

Over the last ten years there has been much progress in our organizational ability to conserve and manage heritage resources. Much of this credit must go to the personal energy of local enthusiasts and the foresight of the 1977 provincial government which enacted the *Heritage Conservation Act* and created the British Columbia Heritage Trust, the Provincial Heritage Advisory Board, and the Heritage Conservation Branch. These organizations have had a major positive impact.

The British Columbia Heritage Trust

Over the last 10 years, the Trust has gained a high level of credibility for its community grant programs and its ability to stay in touch with the community it serves. The Heritage Area Revitalization Program has been particularly effective and has led to significant revitalization of several communities in the province. The hands-on nature of this program has re-established a sense of pride in communities that have suffered hard economic times.

The Trust has provided funding for a variety of heritage projects on a prudent basis with a budget that has grown slowly

over the years. The Trust might argue that this limited funding has reduced its ability to reach out to use more of its property management capabilities. It could also be said that its potential to energize and to collaborate with the private sector has not been fully used because it remained too close to the government.

This successful agency has made sound and consistent commitments to heritage development. Funding for the British Columbia Heritage Trust comes directly from lotteries, allocated by the Provincial Secretary to the Minister of Tourism, Recreation and Culture.

The Provincial Heritage Advisory Board

The disbanding of the Board in 1983 has resulted in longer term planning and identification of provincial heritage themes being left somewhat in limbo. There is no question that expertise resided on the Board although there remains some concern as to whether its structure was compatible with the government decision-making process. The demise of the Board left a gap in the ability of the Minister to draw directly upon heritage expertise within the academic and consulting fields, from the Native community and the interested public.

The Heritage Conservation Branch

The Branch earns very high marks for the quality of technical and professional advice it provides. It appears the public views the Branch as understaffed and unable to serve adequately the needs of the province. This is particularly visible in the case of Archaeological Programs which has very limited resources to service 16,000 archaeological sites and a variety of development impact initiatives across the province. Many submissions suggested that increased staffing of the Branch would go a long way to address needed services.

Non-Profit Societies

There are also five provincial societies that have evolved to serve various heritage community interests: the Heritage Society of British Columbia; the British Columbia Museums Association; the Archaeological Society of British Columbia; the Underwater Archaeological Society of British Columbia; the British Columbia Historical Federation.

The most highly developed organization is the British Columbia Museums Association which has four staff and receives annual funding from the Cultural Services Branch of the Ministry of Tourism, Recreation and Culture and additional funding from the National Museums of Canada. The Heritage Society of British Columbia has a part-time staff person. These societies typically began as a forum for volunteers to share their collective interest in a particular sector of heritage. Increasingly, they are reaching out to provide membership development services and contractual services to government.

Other Provincial Agencies

Other agencies of government play a critical role in the network of heritage conservation. Primary among these is the Cultural Services Branch of the Ministry of Tourism, Recreation and Culture, which provides funding to the British Columbia Museums Association and the British Columbia Provincial Museum. The Provincial Museum has provided technical assistance and leadership to the Association over many years. Other departments also play critical roles in the system: the Ministry of the Provincial Secretary and Government Services, which has responsibility for the Dogwood Legislation and the *Archives Act*; the Ministry of Municipal Affairs, which deals with municipal planning statutes and funding programs; the British Columbia Parks and Outdoor Recreation Division of the Ministry of Environment and Parks, which manages natural heritage resources.

The Provincial Capital Commission, located in Victoria, has a special role of ensuring that the Legislative Precinct and areas around the provincial capital are well planned and managed. Many other provincial agencies, such as the Ministry of Transportation and Highways, the Ministry of Forests and Lands and some corporations, such as the British Columbia Buildings Corporation, are intimately involved in heritage resource management.

Despite the achievements of all these organizations, much remains to be done to create a system where all the elements combine to ensure that the individual, company, community or government agency which wishes to conserve and present their resources, are able to access the support they need. The main needs are as follows:

- ☐ Effective public and professional input into decision-making processes
- ☐ Direct involvement of Native Indians in the decision-making and interpretation processes
- ☐ Access to technical information at the local level and areas outside of urban British Columbia
- ☐ Local and regional co-ordination between the heritage groups within communities
- ☐ Involvement of the corporate support sector
- ☐ Access to resources and problem-solving strategies to retain heritage resources and promote good conservation
- ☐ Provision of detailed information on specific economic and social impacts of different types of heritage facilities and projects.

We are unable to provide a detailed organizational game plan but the following suggestions will be helpful in improving the overall delivery system in the province:

- ☐ The creation of a body of advisors representative of regional and specialist interests that the Province would consult for advice and counsel. It could serve some of the functions that were lost when the Provincial Heritage Advisory Board was disbanded.
- ☐ The strengthening of the role of the British Columbia Heritage Trust by assigning it the resources to build a provincial network of first class, authentic heritage sites, working in collaboration with heritage volunteers and local governments to give visitors to all areas of the province a chance to enjoy our unique and special places. In addition the Trust should accept a clear mandate to increase dramatically the involvement of the corporate sector in heritage resource management.
- ☐ The creation of a heritage network that would include the Native population in all aspects of heritage.
- ☐ The development of the one-stop shopping concept. There is good reason to focus all co-ordination and funding of heritage organizations by the Province within a single unit of government. While it may be logical to have the Provincial Museum and Provincial Archives as separate entities, it seems to us unnecessarily confusing to have heritage museum archival and archaeological organizations receiving organizational support and guidance from three separate branches of government. If we are to encourage local collaboration between heritage societies, we should demonstrate effective consolidation at the provincial level.

These suggestions, and many others in this report, should be integrated into an action plan coordinated by the Heritage Conservation Branch with input from a provincial advisory group. The "Provincial Heritage Plan" would be the logical provincial follow-up to the Project Pride process.

Recommendations

- Create a heritage advisory group reflective of regional and special interests that the Province would consult.
- Foster a strong non-profit heritage umbrella organization that could provide core administrative support to a number of emerging heritage societies with a view to creating an information exchange and volunteer development network for heritage that would reach all communities. It would also increase efficiency, reduce duplication, provide co-ordination and attract volunteer commitment
- Enable the Trust to develop a complete network of attractive high quality heritage sites.
- Encourage the Trust to increase the involvement of the corporate sector in heritage resource management.
- Develop specific actions to encourage the increased involvement of Native Indians in the heritage management system of the Province.
- Provincial government technical and organizational assistance to archival, museum, archaeological and historical organizations and committees should be consolidated into and delivered through a single agency of government — the Heritage Conservation Branch.
- The Provincial Heritage Plan for the province (see 5.1.1) should clearly spell out provincial policies, programs, objectives, and success measures for a three-year period from April 1989.

5.1.5 Leadership Through Local Governments and Community Organizations

☐ Local Governments

Heritage is a pyramid with the grassroots of heritage being the base. Although the Province is expected to play a strong leadership role, the public sees the local community as the major agent for heritage protection and preservation. The provincial government should recognize this. From past decisions it is clear that this is the government's practice. It has avoided interfering in local matters and this has strengthened the local system. Encouraging communities to become more self-reliant in areas of technical expertise should be a goal.

A number of municipalities in British Columbia are very active in conserving their heritage resources. However only a handful of municipalities have made a comprehensive effort at conserving and upgrading heritage buildings and fostering community support for heritage conservation. Persuading local communities to participate in heritage conservation is a vital role of the provincial government.

Recommendation

- The Province should expect that municipal councils, boards and staff will do more to address heritage conservation in their communities and should ensure that municipal officials are made more aware of the available tools and approaches that can be used to build community support for the development of an effective heritage conservation management program.

☐ Community Organizations

The Native Community

There are times when provincial leadership can capitalize on a particular opportunity. We believe this is a propitious time for the government to use heritage as a medium for encouraging unity through increased involvement of the Native community in the identification and management of our heritage.

The following recommendations cannot resolve outstanding issues of land tenure, but heritage offers an excellent opportunity to build bridges of understanding that can be mutually rewarding and enrich our heritage legacy.

Recommendations

- The Province should review the organization of heritage in British Columbia with a view to ensuring more Native involvement.
- The government should consider the introduction of a series of initiatives that could involve the Native population directly in the recording, management and interpretation of Native heritage.

Volunteer Organizations

The commitment and investment of time and energy of the volunteer community is immense. There is a likelihood that if we nurture this resource it will grow and continue to make these public contributions. The volunteers' expectations for support from the government are not unreasonable and in many ways, represent the most cost-effective mechanism for heritage preservation.

There are hundreds of non-profit organizations that are important to heritage through their initiative and effort at community heritage projects. The British Columbia Museums Association, the Heritage Society of British Columbia and all others mentioned in Section 5.1.4, play an increasing role in supporting a community heritage network involving all of these organizations.

Recommendation

- The Provincial Heritage Plan should address the needs of community groups and should foster a greater involvement of volunteer organizations in heritage conservation.

5.1.6 Leadership Through Legislation

The Task Force received incontestable evidence that the *Heritage Conservation Act* (Appendix 7.10) requires significant changes to make it an effective aid to heritage conservation. The complete list of recommended changes is found in Appendix 7.11 and specific recommendations for legislation are described in various sections of this report.

The four main changes that we are recommending are simple, practical and overdue. They focus on the compensation issue, due process, the extension of authority to regional districts, and realistic fines and penalties for the destruction of heritage resources and contravention of the *Heritage Conservation Act*.

These amendments and others we have suggested, will improve the climate for conservation in the province and make the entire process of heritage conservation easier for communities and fairer for individuals.

Notice of the protection of heritage sites under the *Heritage Conservation Act* should be registered on the affected property in some way, possibly on the certificate of land title. This would ensure that potential property owners are aware at the outset of community interest in the property they may be acquiring.

Although the *Heritage Conservation Act* is viewed by many as the key piece of heritage legislation, many argue that other acts and regulations have, collectively, even more impact on heritage practice. For example, federal and provincial income tax acts and related legislation set the framework of financial concessions that are provided to individuals and entrepreneurs.

We feel that investors who rehabilitate old buildings should receive the same benefits as investors of other commodities. We strongly believe that the simplest, most effective and most desirable approach to heritage conservation is to follow the American model and make heritage restoration and renovation so attractive financially that developers opt for conservation by choice.

The American tax incentives program for building rehabilitation has resulted in a leverage factor of 1:16 in attracting private sector investment and job creation.

Three types of buildings are identified in this program:

- ☐ investment property over 30 years of age that is non-residential (15 per cent tax credit and accelerated depreciation)
- ☐ non-residential investment property over 40 years of age (20 per cent tax credit and accelerated depreciation)
- ☐ certified historic investment property (25 per cent tax credit and super accelerated depreciation) The U.S. Senate Committee on the Budget estimated the direct tax subsidy related to certified historic buildings to be $210 million in 1984.

Comments from the U.S. General Accounting Office Report of Congress on this program, dated March 29, 1984, confirm its effectiveness:

"The Congress, through tax incentives included in the *Tax Reform Act* of 1976, sought to encourage private sector investment in the rehabilitation of historic structures. These tax incentives have proven to be an effective means for stimulating such incentives. And, the cost to the federal government, in terms of foregone tax revenues has been small in comparison to the amounts invested in historic rehabilitations."

We realize that the taxation system in Canada is different from that of the United States, but there is sufficient similarity to provide like initiatives in British Columbia and Canada. The leadership must come from the senior levels of government and requires legislative amendment. An inter-ministry task force should be established at the provincial level to pursue this option aggressively . We feel this not only assists heritage, but helps to create jobs that are necessary and will also improve the livability and attractiveness of our communities.

Recommendations

- An inter-ministry task force should be established to develop a strategy to modify tax laws to encourage investment in building rehabilitation and restoration.
- The *Heritage Conservation Act* should be amended in accordance with the detailed recommendations included in Appendix 7.11
- A system should be developed that gives notice of the protection of any site under the *Heritage Conservation Act* to property owners and prospective owners.

5.1.7 Leadership Through Federal/ Provincial Negotiation

While the Province has a mandate for heritage conservation, the federal government has jurisdiction over a number of areas that impact on heritage resource management. These include income tax laws, the import/export of cultural property, cost-assistance programs, Native issues, and the management of heritage resources on federal Crown land.

Effective heritage conservation requires several changes in these areas. The Province should increase its lobbying to encourage a positive Federal response.

We have suggested changes in income tax laws that would provide additional write-offs for investments in heritage buildings and could immediately create a more positive climate for heritage. Modifying the *Cultural Property Export and Import Act* could result in tougher guidelines to reduce the loss of precious archaeological artifacts out of British Columbia and Canada.

Federal government agencies should be encouraged to manage heritage resources on federal Crown land and on land under their indirect jurisdiction, such as railways. Identifying a primary federal agency for heritage with clear policy guidelines is long overdue. There are a number of heritage sites in British Columbia that require federal government recognition and funding in accordance with their importance.

The federal government should be directly involved in the cost-sharing of sites and objects which are demonstrably part of our national heritage.

There are many organizations involved in promoting and preserving heritage at the federal level. These organizations function well in attaining their own specific objectives. The major players include: Environment Canada; National Museums of Canada; National Archives of Canada; the Cultural Property Review Board; Canadian Museums Association; Heritage Canada (a private national organization). There is a degree of interaction among these agencies and it is important that this continue for three reasons:

- ☐ to allow for the sharing of information on approaches taken to heritage conservation, interpretation and promotion
- ☐ to yield a stronger voice capable of convincing all levels of government and the general population of the enormous contribution our heritage makes enriching our lives
- ☐ to allow for co-operation among agencies and the sharing of resources on projects of mutual interest, and to avoid the unnecessary duplication of effort

Recommendations

- A primary federal agency for heritage should be identified, with clear policy guidelines.
- The federal government should consider amendments to the *Cultural Property Export and Import Act* to reduce the export of heritage resources, and to the income tax laws to encourage heritage conservation.
- Additional cost-sharing assistance should be provided for sites of national significance.
- Federal government departments should manage heritage resources on federal Crown land.
- All organizations involved in heritage at the federal level should be encouraged to work with each other, and with both provincial and international heritage organizations.
- The federal government should establish a co-ordinated national heritage policy, provide additional cost-sharing assistance for sites of national significance and increase support of Native heritage programs.
- The federal government should be encouraged to provide more technical and fiscal support at sites that are recognized as being nationally significant.

5.1.8 Leadership Through Funding

Provincial government funding for heritage should be increased to provide adequate stewardship of our heritage resources and to capitalize on opportunities that heritage investment offers.

The striking feature of heritage funding is the array of benefits that it offers. Americans have discovered this in their tax credit program, Albertans are enjoying the yield on their investment in the Tyrrell Museum and at Head-Smashed-In Buffalo Jump World Heritage Site, and the British Columbia Heritage Area Revitalization Program has had a remarkable impact on communities such as Nelson and Nanaimo. The following highlights only some of the positive impacts of heritage investment.

- ☐ it provides scope for small-scale investments in all communities of the province
- ☐ many of the communities with prime heritage stock are the ones that have been hit hardest by economic change
- ☐ it provides an excellent opportunity for communities to upgrade their infrastructure to attract new business
- ☐ it creates many jobs per invested dollar
- ☐ it develops a variety of reusable skills
- ☐ it stimulates local pride and generates new community enthusiasm, energy

and collaboration
- ☐ it permits retention of heritage features we value
- ☐ it reinforces the authenticity and quality of our tourism infrastructure
- ☐ it attracts matching volunteer and corporate support
- ☐ it has a proven track record

The government should make a commitment to begin a series of programs that would take advantage of investment opportunities and recognize stewardship needs.

Opportunity - 1988/89

1. Extension of the Heritage Area Revitalization Program

The Heritage Area Revitalization Program is a high profile, highly successful British Columbia Heritage Trust program. These projects enhance heritage buildings, create jobs, stimulate local initiative and foster tourism opportunities and civic pride.

We propose that the annual program be increased to permit this excellent program to reach more communities and buildings. A portion of funding should be invested in providing professional services from the Province to ensure that local restoration projects are supported by quality advice and guidance.

2. Provincial Theme Development Program

The Province has yet to embark on a program that will adequately represent its thematic heritage (see Section 5.1.1). An exciting program that provides fascinating experiences for residents and visitors alike can be developed. We envision, for example, highlighting all facets of forestry in the Cowichan Valley or creating a regional circle tour experience of the evolution of mining in the Kootenays or developing a three-year program that promotes elements of our maritime history.

Year One initiatives could develop a multi-year game plan for two themes, secure corporate support and provide funding for implementing a three-year program, including economic impact evaluation in two regions of the province.

3. The British Columbia's Special Places Program

Throughout the province we found several special places. The wonderful Point Ellice House in Victoria or the exciting Railway Museum in Cranbrook, for example, could form the cornerstones of a network of authentic, high quality heritage sites that could stimulate regional development and give visitors a very special experience.

Some of these sites suffer from a lack of investment. We think the time has come to develop a network of these special places around the province, to provide volunteers with training and recognition, and to contribute some cost-shared financial assistance and co-ordinated marketing. With this assistance they have a chance to make their full contribution to heritage education and tourism development objectives.

The first phase of this program would require a feasibility assessment of all candidate sites, to review current operating status, heritage values, interpretation programs, financial status, community support and potential to provide a quality visitor experience.

The second phase would require developing a specific strategy for each of the fifteen sites selected for the network, including a business plan focussed on developing the support to provide effective presentation and preservation of the site and its resources. Developing signage, service upgrading and minor capital upgrading should also be included in the first year of this program.

The third phase would investigate the development potential of major heritage sites and attractions.

These three opportunity proposals will be justified by the regional economic benefits they will generate and will provide development in all regions of the province.

Stewardship 1988/89

There are areas of stewardship which will have a primary purpose of heritage conservation and secondary economic and social spin-offs that must be addressed to maintain a responsible level of heritage conservation leadership.

The areas that are proposed for improving stewardship are as follows:

1. Professional/Technical Advice and Services

Most areas of British Columbia do not have access to specialist advice on heritage matters — many do not have access to an architect. While it should be a long-term objective to build these skills and resources in local areas, the most effective means of providing them now is through contractual service from the provincial government.

At least one technical/professional employee or equivalent consultant should be available for each region of the province, backed by a core of staff specialists in Victoria.

2. Volunteer Development and Heritage Training and Education

There is a need to provide support for a strong network of volunteer organizations drawing core administrative support from an umbrella heritage organization. Support should include accommodation, staffing, office support, supplies, travel and special projects to be conducted by individual member groups to enhance heritage management around the province. A provincial training program and a modest, focussed community heritage awareness campaign would complete this initiative to stimulate volunteer involvement and commitment.

3. Archaeological Management

Of the 1,200 archaeological site referrals that are handled by the Archaeology Program Division of the Heritage Conservation Branch each year, about 200 require further investigation that cannot be provided within the existing budget. Some of these sites undoubtbly contain valuable materials and information that is ultimately lost. One additional staff member and some project funding to provide consultant resources to conduct local reviews, would close this gap in the archaeological resource protection system. An overall Archaeological Inventory and Impact Mitigation plan for the province should also be developed.

Museums and Archives

We heard strong appeals that museums require more support. We agree with this and recommend that assistance be determined following the completion of the provincial museums plan.

The archival community has proposed that the provincial government match the federal contribution to archives in B.C. This appears reasonable in principle and we see no reason why some funding should not be provided to ensure that our archives can be maintained on a regional basis.

The Project Pride review was not designed to provide a detailed budgeted plan for British Columbia's heritage resources. These recommendations however, will provide guidance for immediate action from the Province — and can form a base for the detailed projections which would flow from the Provincial Heritage Plan, which should ideally be completed for review by August 1988 in preparation for the 1988/89 fiscal year and beyond.

Recommendations

- The provincial government should launch a dynamic program that would

enhance heritage stewardship and stimulate social and economic opportunities in all areas of this province.

- A three-year Provincial Heritage Investment Plan should be developed as part of the Provincial Heritage Plan for 1989 to 1992.

User Fees

As we travelled the province we heard views on the question of charging for admission to heritage sites. While some people were strongly opposed to the charging of any fee, most felt that it was necessary to charge fees as revenue generation is essential to support interpretation and conservation. For example, the Province allocates $1.35 million each to Barkerville and Fort Steele for the operation and maintenance of these sites. However, there was a strong feeling that fees should not be set at levels that would restrict access to the educational experience offered by publicly owned sites and facilities.

Setting fees at levels which are comparable to commercial sites could result in the loss of the volunteer contribution that has been such an essential ingredient in the creation and maintenance of our current sites.

Recommendations

- The government should develop a fee structure policy for its heritage sites.
- The Province should undertake an evaluation of the impact of employing user fees on the economic viability of heritage attractions.

5.2 THE ROLE OF MUNICIPALITIES AND REGIONAL DISTRICTS

The Task Force believes it is the responsibility of local government in partnership with the Province, to take on the role of the steward of the valuable local heritage resources in their communities.

Current provincial legislation, policies and programs give municipalities much of the authority necessary to develop effective heritage conservation programs within their respective communities.

The Task Force is committed to the principle that local community heritage conservation programs must be built into the community planning process and augmented by the *Heritage Conservation Act* and other relevant legislation.

In order to accomplish this, the community must:

- ☐ conduct inventories and assess community heritage resources
- ☐ set priorities
- ☐ improve public awareness by developing information and education programs on heritage conservation and municipal involvement
- ☐ design strategies for heritage conservation by effectively employing the planning tools and incentives available in the legislation

Programs that simply protect buildings from demolition and insensitive renovation are not enough. The community should work with heritage property owners to protect buildings from obsolescence and time. We believe that a community program should include provisions to conserve and provide the incentives for the rehabilitation of heritage properties.

The *Municipal Act* allows municipalities and regional districts to prepare community plans and mechanisms such as development permits and zoning. The *Heritage Conservation Act* allows municipalities to designate heritage sites and to establish Heritage Advisory Committees. The *Municipal Act* allows municipalities to create development permit areas to protect heritage sites.

There are numerous tools and incentives available for use in developing community heritage programs (Appendix 7.12).

While there are numerous provisions

available, we recognize that all tools will not be effective in all communities because of different resources and needs, and that legislation, policies and programs contain weaknesses that limit the effectiveness of municipal efforts. We are also aware of numerous effective tools and incentives that cannot be implemented under current legislation.

For example:

- ☐ Regional districts do not have the power to employ the provisions of the *Heritage Conservation Act* and so cannot designate heritage sites, appoint a Heritage Advisory Committee or fully employ the community planning provisions.
- ☐ The *Heritage Conservation Act* does not allow a municipality to designate heritage objects or building interiors or parts thereof.
- ☐ The *Municipal Act* allows municipalities to offer relaxation of taxes on "historical buildings" but does not allow this for commercial or industrial undertakings.
- ☐ Neither act requires municipalities to undertake heritage conservation.
- ☐ The tools and incentives listed in Appendix 7.13 have no legislative support.
- ☐ Current federal tax legislation encourages the demolition of heritage property under terminal loss provisions.

By incorporating heritage conservation goals into the community planning process, developing conservation programs that effectively employ the available tools and incentives, and by lobbying for changes to legislation that would allow for expansion of incentives and tools, municipalities and regional districts will be able to develop effective approaches to conserving their heritage.

While there are clearly provincial and federal roles in developing effective municipal heritage programs, ultimate program responsibility rests with the local community.

Recommendations

- Regional districts should be given the powers that are available to municipalities for heritage conservation.
- Local governments should develop comprehensive heritage conservation programs for their communities.
- Local governments should take steps to ensure Native involvement in the conservation of heritage at the community level.
- Extend the powers of municipal (local government) designation to heritage objects, the interiors of buildings and to parts of building interiors.
- Expand the role of Heritage Advisory Committees, especially with reference to preparing and maintaining a heritage resource inventory, and by specifying matters that they should review.
- Heritage conservation objectives and policies should be required to be included in community plans (s. 945(2) of the *Municipal Act*), to provide a framework for use of the regulatory land-use mechanisms such as Development Permit Areas and zoning.
- s.400 of the *Municipal Act* should be amended to refer to local government heritage sites designated under the *Heritage Conservation Act*.
- Municipal Heritage Sites should be exempted from the prohibitions of s.292. of the *Municipal Act*.

5.3 ROLE OF THE NATIVE COMMUNITY

The lack of direct Native involvement in the management and development of Native heritage resources is a disappointing aspect of current heritage programs. As a result, few of British Columbia's attempts to legislate and provide heritage conservation programs have had solid technical or cultural input from the Native community.

Because so much of our cultural and natural heritage is associated with the Native community, it is essential that this weakness in heritage conservation programs be addressed.

While it is the responsibility of the Province to enable more Native involvement in heritage conservation through its roles as leader and enabler, the onus is also on the Native community to take advantage of available opportunities.

Recommendation

- The Native community should endeavour to initiate involvement in heritage conservation through existing avenues and through the opportunities created and identified by the Province and local government.

5.4 ROLE OF THE PRIVATE/ CORPORATE SECTORS.

5.4.1 Volunteer Organizations

The role of the volunteer in heritage conservation activities within British Columbia is extremely critical to the success of the conservation of this province's heritage. The Task Force is impressed with the quantity and quality of the work undertaken by these dedicated people.

The value of volunteerism in social as well as economic terms is strong testimony of the importance of heritage to the people of British Columbia.

The economic "value" of volunteers in operating a heritage site, program or attraction can be viewed in two ways. It can be defined simply as the money saved by not paying wages and benefits or it can be viewed less concretely as an important or contributing factor in ensuring the ongoing operation of any activity.

We feel it is not over-estimating to say that more than half the heritage sites and attractions operating in British Columbia would have to close completely if a volunteer program was not in place.

Recommendations

- Volunteers should continue to play an integral role in heritage conservation activities in British Columbia.
- The Province, municipalities and volunteer organizations should review the role of the volunteer in heritage conservation with a view to identifying and providing the recognition and support necessary to attract increased volunteer commitment.

5.4.2 Associations

We were impressed by the variety of associations that made presentations to us. There appeared to be a number of associations, such as the Planning Institute of British Columbia and the Architectural Institute of British Columbia, which could be encouraged to play a stronger role in heritage conservation.

We would like to see the spirit of Project Pride extended so that a wide variety of professional societies could become directly involved in the provincial heritage planning process. The offer by the 35,000-member British Columbia Wildlife Federation to become more actively involved in monitoring heritage in the outdoors is an example of how an effective outreach program could draw on additional resources to assist with heritage resource management.

Heritage conservation depends on developing allies and creating a strong base of individual and organizational support.

5.4.3 Corporations

There have been a few examples of private companies which have shown concern for the heritage of British Columbia. Imperial Oil must be singled out for the hundreds of thousands of dollars it raised through the ESSO Heritage Brick Program. There are also a few companies which have shown concern to minimize their impact on archaeological resources.

Overall it seems that many companies do not yet appreciate the public relations

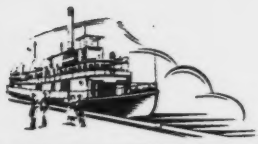
value created by educating the public about the contributions their industry has made to the province by contributing directly to heritage conservation.

Some companies have taken good care of their archival records and have a solid base of information with which to tell their story. It is regrettable that others have neglected to manage their archives and thus we have all lost a valuable piece of the history of our province.

We think the involvement of the private sector can be increased because it is logical that the corporate builders of the province should also be supportive of the conservation of its heritage.

Recommendations

- The corporate sector should examine the ways in which it could contribute more to the conservation of heritage in the province.
- Private companies should review the state of their archival records with a view to ensuring their preservation and protection.



6.0 SUMMARY OF RECOMMENDATIONS

HERITAGE CONSERVATION, RATIONALE, SCOPE AND PRINCIPLES

Rationale

- That the government of British Columbia continue to recognize heritage as a legitimate area of public policy that requires leadership from all levels of government. (3.1)

The Scope of Heritage

- The Minister should investigate how his Cultural Services Branch, the Heritage Conservation Branch, and the Heritage Trust can most appropriately collaborate to serve the interests of intangible cultural heritage. (3.2)
- The Minister should encourage the inclusion of provisions in the *Heritage Conservation Act* that provide for the protection of selected natural heritage sites. (3.2)

ISSUES IN HERITAGE CONSERVATION

Heritage Designation

- Due processes of designation, notification, appeal and review should be established for provincial and local government levels in the *Heritage Conservation Act.* (4.1.2)
- Due processes of designation should include provisions implementing criteria for selectivity established at the local or provincial level. (4.1.2)

Compensation for Designation

- The protection for the rights of property owners should be enhanced through provisions in the *Act* for due process that would replace the current compensation clause. (4.1.3)

Ownership of Archaeological Resources

- The ownership of all pre-contact North American Indian archaeological artifacts discovered after passage of new legislation should be assigned to the Crown in trust. (4.1.4)
- The Province should enter into a process of consultation with Indian bands regarding the ultimate ownership and stewardship of Native archaeological resources. (4.1.4)
- Deterrents to contravention of heritage legislation should be strengthened. (4.1.4)
- A program for the repatriation of significant archaeological artifacts should be established. (4.1.4)

Archaeological Sites

- Special category protection provisions of the *Heritage Conservation Act* regarding archaeological sites should be amended to include any pre-contact North American Indian archaeological site. (4.2.1)
- The Province should investigate means for increasing staff to manage archaeological resources. (4.2.1)
- The Province should undertake the preparation of an Archaeological Site Management Plan. (4.2.1)

Museums and Archives

- Museums and archives should be regarded as an integral part of the heritage conservation system. (4.2.2)
- An archival plan for the province should be developed which delineates the role of the Province, local governments, and public and private organizations in funding and conserving our archival resources. (4.2.2)
- Local governments should be encouraged to preserve their archival heritage. (4.2.2)
- There should be a comprehensive review of museum funding and support in the province. (4.2.2)

- A provincial museum policy should be adopted. (4.2.2)
- A museums advisory function should be created to provide support, training and technical information, with particular emphasis on assistance to museums remote from large centres. (4.2.2)

Cemeteries

- The Heritage Conservation Branch should develop guidelines to assist in determining the heritage significance of cemeteries. (4.2.3)
- A committee, with representation from the Heritage Conservation Branch and the Ministry of Labor and Consumer Services should be formed to consider strategies for the upkeep and preservation of cemeteries deemed to have heritage significance. (4.2.3)
- The British Columbia Heritage Trust should make financial assistance available for heritage cemetery restoration. (4.2.3)

Palaeontological Sites

- A provincial policy should be developed to guide the management of palaeontological resources. (4.2.4)

Heritage Trails

- A category of designation referred to as "Provincial Heritage Trail" should be included in the *Heritage Conservation Act*. (4.2.5)

Underwater Sites

- The Province should work with the federal government to develop effective legal protection for heritage shipwrecks. (4.2.6)
- A co-ordinated shipwreck management program that involves various government agencies and volunteer organizations should be established. (4.2.6)
- The Province should undertake a program of identifying and designating historic shipwrecks. (4.2.6)

THE ROLE OF THE PROVINCE

Leadership Through Stewardship

- The Province should initiate a provincial heritage theme development strategy in collaboration with public and private partners. (5.1.1)
- The Province should develop a three-year Provincial Heritage Plan, with input from an advisory group, as a follow-up to the program recommendations from "Project Pride". (5.1.1)

Leadership by Example

- The *Heritage Conservation Act* should be binding on the Crown. (5.1.2)
- Enabling legislation that applies to specific ministries should be altered to permit them to manage heritage resources within their respective mandates. (5.1.2)
- The Heritage Conservation Branch should develop appropriate standards and guidelines for the management of heritage resources by provincial agencies. (5.1.2)

Leadership Through Education

- Formal education, public awareness and worker training programs should be developed by the government and made accessible to all communities in the province. (5.1.3)

Leadership Through Support and Development of Provincial Organization

- Create a heritage advisory group reflective of regional and special interests that the Province would consult. (5.1.4)
- Foster a strong non-profit heritage umbrella organization that could provide core administrative support to a number of emerging heritage societies with a view to creating an information exchange and volunteer development

network for heritage that would reach all communities. It would also increase efficiency, reduce duplication, provide co-ordination and attract volunteer commitment. (5.1.4)

- Enable the Trust to develop a complete network of attractive high quality heritage sites. (5.1.4)
- Encourage the Trust to increase the involvement of the corporate sector in heritage resource management. (5.1.4)
- Develop specific actions to encourage the increased involvement of Native Indians in the heritage management system of the Province. (5.1.4)
- Provincial government technical and organizational assistance to archival, museum, archaeological and historical organizations and committees should be consolidated into, and delivered through a single agency of government — the Heritage Conservation Branch. (5.1.4)
- The Provincial Heritage Plan for the province (see 5.1.1) should clearly spell out provincial policies, programs, objectives and success measures for a three-year period from April 1989. (5.1.4)

Leadership Through Local Governments and Community Organizations

- The Province should expect that municipal councils, boards and staff will do more to address heritage conservation in their communities and should ensure that municipal officials are made more aware of the available tools and approaches that can be used to build community support for the development of an effective heritage conservation management program.
- The Province should review the organization of heritage in British Columbia with a view to ensuring more Native involvement. (5.1.5)
- The Government should consider the introduction of a series of initiatives that could involve the Native population directly in the recording, management and interpretation of Native heritage. (5.1.5)
- The Provincial Heritage Plan should address the needs of community groups and foster a greater involvement of volunteer organizations in heritage conservation. (5.1.5)

Leadership Through Legislation

- An inter-ministry task force should be established to develop a strategy to modify tax laws to encourage investment in building rehabilitation and restoration. (5.1.6)
- The *Heritage Conservation Act* should be amended in accordance with the detailed recommendations included in Appendix 7.11 (5.1.6)
- A system should be developed that gives notice of the protection of any site under the *Heritage Conservation Act* to property owners and prospective owners. (5.1.6)

Leadership Through Federal/Provincial Negotiation

- A primary federal agency for heritage should be identified, with clear policy guidelines. (5.1.7)
- The federal government should consider amendments to the *Cultural Properties Import and Export Act* to reduce the export of heritage resources, and to the income tax laws to encourage heritage conservation. (5.1.7)
- Additional cost-sharing assistance should be provided for sites of national significance. (5.1.7)
- Federal government departments should manage heritage resources on federal Crown land. (5.1.7)
- All organizations involved in heritage at the federal level should be encouraged to work with each other and with provincial and international heritage organizations. (5.1.7)

- The federal government should establish a co-ordinated national heritage policy, provide additional cost-sharing assistance for sites of national significance and increase support of Native heritage programs. (5.1.7)
- The federal government should be encouraged to provide more technical and fiscal support at sites that are recognized as being nationally significant. (5.1.7)

Leadership Through Funding

- The provincial government should launch a dynamic program that would enhance heritage stewardship and stimulate social and economic opportunities in all areas of this province. (5.1.8)
- A three-year Provincial Heritage Investment Plan should be developed as part of the Provincial Heritage Plan for 1989 to 1992. (5.1.8)
- The government should develop a fee structure policy for its heritage sites. (5.1.8)
- The Province should undertake an evaluation of the impact of employing user fees on the economic viability of heritage attractions. (5.1.8)

THE ROLE OF MUNICIPALITIES AND REGIONAL DISTRICTS

- Regional districts should be given the powers that are available to municipalities for heritage conservation. (5.2)
- Local governments should develop comprehensive heritage conservation programs for their communities. (5.2)
- Local governments should take steps to ensure Native involvement in the conservation of hostage at the community level.
- Extend the powers of municipal (local government) designation to heritage objects, the interiors of buildings and to parts of building interiors. (5.2)
- Expand the role of Heritage Advisory Committees, especially with reference to preparing and maintaining a heritage resource inventory, and by specifying matters that they should review. (5.2)
- Heritage conservation objectives and policies should be required to be included in community plans (s. 945(2) of the *Municipal Act*), to provide a framework for use of the regulatory land-use mechanisms such as Development Permit Areas and zoning. (5.2)
- s.400 of the *Municipal Act* should be amended to refer to local government heritage sites designated under the *Heritage Conservation Act*. (5.2)
- Exempt Municipal Heritage Sites from the prohibitions of s.292. of the *Municipal Act*. (5.2)

THE ROLE OF THE NATIVE COMMUNITY

- The Native community should endeavour to initiate involvement in heritage conservation through existing avenues and through opportunities created and identified by the province and local governments. (5.3)

THE ROLE OF THE PRIVATE/ CORPORATE SECTORS

- Volunteers should continue to play an integral role in heritage conservation activities in British Columbia. (5.4.1)
- The Province, municipalities and volunteer organizations should review the role of the volunteer in heritage conservation with a view to identifying and providing the recognition and support necessary to attract increased volunteer commitment. (5.4.1)
- The corporate sector should examine the ways in which it could contribute more to the conservation of heritage in the province. (5.4.3)
- Private companies should review the state of their archival records with a view to ensuring their preservation and protection. (5.4.3)

7.0 APPENDICES

APPENDIX 7.1

MEMBERS OF THE PROJECT PRIDE TASK FORCE

KIM CAMPBELL
(Chairman) M.L.A., Vancouver-Point Grey
LYNDA ALLAN
Vancouver resident and community volunteer
MONICA BECOTT
Alderman, City of Prince George;
Chairman, Fraser-Fort George Regional District
JACKIE DRYSDALE
Mayor of Rossland
CLARENCE JULES
Chief of the Kamloops Indian Band
DR. DONALD MITCHELL
Professor, Department of Anthropology, University of Victoria
DR. COLIN CAMPBELL
Director, Heritage Conservation Branch (Ex-Officio Member)

APPENDIX 7.2

PROJECT PRIDE STAFF
Ministry of Tourism, Recreation and Culture

Project Director
HARRY DIEMER

Project Office Administrator
LESLIE IVENS

Administration
PENNY STOTHART
LESLIE PEDLOW

Finance
EVELYN GREENE

Logistics
KEN PEDLOW
CHERRY REBALKIN
MARILYN CARTWRIGHT

Public Affairs
LINDA CRONIN
KATHY VINTON
TRICIA VESEY

Marketing
PAULINE RAFFERTY
DAVE HENDERSON

Professional Resource Services
MICHAEL ABEL
JOHN ADAMS
BRIAN APLAND
MARK BAWTINHEIMER
COLIN CAMPBELL
MIKE CHADWICK
HARRY DIEMER
LINDA EVERSOLE
PATRICK FREY
CLIFF HEWITT
BILL HUOT
KEN PEDLOW
JIM PIKE
JOHN STEPHENSON
DAVE SUTTILL
DON TARASOFF
JIM WESTON

CONSULTANTS TO PROJECT PRIDE

CHILVERS AND LAM, Vancouver
CORIOLIS CONSULTING LTD., Vancouver
G.D. HALL AND ASSOCIATES LTD., Brentwood Bay
HAWKINS, KYMBERLEY, Victoria
HOWE, JIM AND BERGMAN, CHRIS, Vancouver
IMPACT PRODUCTIONS, Vancouver
JOHNSTONE AND WHITE COMMUNICATING LTD., Vancouver
MARCH, LAUREL, Vancouver
MCKIM ADVERTISING, Vancouver
ORRRC LTD., Victoria
SAN GABRIEL MUSEUM SERVICES LTD., Vancouver
THE BASTION GROUP, Victoria
VERWOLF, DINAH, Victoria

APPENDIX 7.3

PROJECT PRIDE MAILING LIST

GOVERNMENT AGENCIES:
Municipalities, regional districts, provincial (including all Government Agents) and federal ministries and agencies

POLITICAL REPRESENTATIVES:
Members of the British Columbia Legislative Assembly, British Columbia Members of the Federal Parliament. All mayors of villages, towns, cities, and district municipalities

HERITAGE SOCIETIES:
All member groups of the Heritage Society of British Columbia, British Columbia Museums Association, British Columbia Bar Society, British Columbia Construction Association
All heritage related societies

INDIAN BANDS:
All Indian Bands in the province

LIBRARIES:
All public, government, school, university/college libraries

MUSEUMS AND PARKS:
All levels of museums and historic national/provincial parks

PRIVATE INDUSTRY:
Various heritage-related private enterprises

UNIVERSITIES/COLLEGES:
All provincial universities and community colleges

CHAMBERS OF COMMERCE:
All Chambers of Commerce Business Information Centres

APPENDIX 7.4

LOCATION OF PUBLIC HEARINGS
HELD BY THE TASK FORCE
MAY 11, 1987 - JUNE 16, 1987

Vancouver
Chilliwack
Sandspit
Skidegate
Kelowna
Kamloops
Fort St. John
Prince George
Terrace
Cranbrook
Nelson
Victoria

APPENDIX 7.5

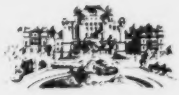
PROJECT PRIDE DISCUSSION PAPER

PROJECT PRIDE

TAKING CARE OF BRITISH COLUMBIA'S PAST FOR GENERATIONS TO COME.

Discussion Paper

Tourism
Recreation and Culture
HON. BILL REID, MINISTER



TO: THE PEOPLE OF BRITISH COLUMBIA

I am pleased to provide this discussion paper on PROJECT PRIDE, a review of heritage policy and programs currently underway in British Columbia.

This spring, a Project Pride Task Force will tour the Province holding public meetings in various communities to accept submissions regarding heritage issues. In the autumn, the Task Force will submit a formal report to me providing recommendations for future legislation, policies and programs. I intend to introduce new heritage legislation in the spring 1988 session of the Legislature.

This discussion paper is designed to identify some of the key heritage issues facing our Province and to assist you in considering these issues and presenting your views. It is by no means comprehensive, and I encourage your input not only on these issues but on others which are of concern to you.

Please read this document, consider the opportunities offered by our rich legacy of heritage resources and make your views known to the Task Force, either by attending meetings in your area or by forwarding your comments to the PROJECT PRIDE Task Force, c/o Heritage Conservation Branch, Ministry of Tourism, Recreation and Culture, 333 Quebec Street, Victoria, B.C., V8V 1X4.

With your help, British Columbia will continue to take care of its past for future generations to enjoy.

Best regards,

Bill Reid
Minister of Tourism,
Recreation and Culture

CULTURAL HERITAGE RESOURCES

Cultural heritage resources are the physical products of the Province's human history that are of scientific, aesthetic, cultural, educational, economic or recreational value.

The following list identifies some of the heritage resources whose conservation will be the subject of Project Pride's investigations:

- Archaeological artifacts
- Building ruins
- Buildings of architectural merit
- Commemorative monuments
- Fortifications
- Ghost towns
- Heritage boats
- Heritage churches
- Heritage trails and corridors
- Heritage trees
- Native Indian village sites
- Native Indian burial places
- Native Indian middens
- Old bridges and tunnels
- Old cemeteries
- Old industrial buildings
- Old orchards and farms
- Old walls, gates and fences
- Other archaeological sites
- Petroglyphs and pictographs
- Rural and urban landscapes
- Shipwrecks
- Statues, murals and immovable art
- Totem poles

Project Pride is primarily concerned with the Province's immovable cultural heritage. This focus reflects the aspects of heritage conservation covered by the provisions of the current *Heritage Conservation Act*. The review will focus less on the conservation of movable heritage resources found in museums and archives.

Project Pride will primarily address heritage resources that are managed *in situ*. These places and things form part of our environment as well as part of our cultural heritage. They pose different conservation problems than are experienced in museum and archives management and present different opportunities. Some of these sites and objects are owned and managed by heritage agencies as historic attractions. Many others are in everyday use, and in private ownership.

HERITAGE CONSERVATION IN BRITISH COLUMBIA

British Columbia's heritage resources exist for the people of the Province and for our children. It is not possible to save all of these valuable resources; we must therefore determine which products of our past should be passed on to our descendants. To make this determination, the resources with the greatest heritage merit and public value must be identified, and important decisions must be made.

Many of our most appreciated heritage resources are privately owned buildings. We see their individuality, craftsmanship, quality of design and construction and recognize them as community landmarks. Unfortunately, such buildings are often threatened by rising maintenance and operating costs, structural deterioration, obsolescence, and redevelopment pressures. Similar challenges exist in protecting archaeological sites, maritime heritage and other areas of heritage conservation.

How can provincial and municipal governments, heritage organizations, the private sector and individuals respond to these problems? How can heritage conservation objectives be met while protecting the rights of individual property owners? And how can this be done at a reasonable cost?

The Ministry of Tourism, Recreation and Culture is committed to ensuring that British Columbia's heritage resources are effectively managed for the benefit of all citizens. The Ministry acts as an OWNER and PROTECTOR of selected heritage resources and as a LEADER, ENABLER, SUPPORTER and PROMOTER of heritage conservation in British Columbia.

In the ten years since the *Heritage Conservation Act* was passed, the heritage conservation movement has matured and heritage objectives have changed. The enthusiasm, commitment and dedication of many British Columbians have provided governments, Indian Bands, heritage organizations and individuals with greater experience, knowledge and understanding. All of us now have a better idea of what needs to be done, and we have ideas as to how it may be accomplished.

New and progressive approaches have emerged and new insights into the role of heritage in tourism and economic development have created a new environment.

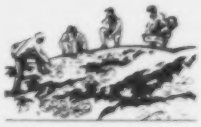
The Government of British Columbia therefore requests your views on these and other questions. We want to deliver, and help you to deliver, the best possible programs and policies for protecting and presenting our valuable past and ensuring its vibrant future.

PROJECT PRIDE TASK FORCE

The members of the Project Pride Task Force represent various sectors and interests in the Province. They have been appointed for their ability and commitment to the development of heritage conservation policy and programs in British Columbia.

The Task Force will receive and review all your written or verbal submissions. They will then present recommendations to the Minister of Tourism, Recreation and Culture regarding heritage conservation in British Columbia.

THE PROJECT PRIDE TASK FORCE NEEDS YOUR VIEWS!



PUBLIC HEARINGS

The Task Force will hold hearings throughout British Columbia during the months of May and June, 1987 in:

Vancouver	May 12–14	Prince George	June 2 & 3
Chilliwack	May 19 & 20	Terrace	June 4 & 5
Sandspit	May 21 & 22	Cranbrook	June 8 & 9
Kelowna	May 25 & 26	Nelson	June 10 & 11
Kamloops	May 27 & 28	Victoria	June 14 & 16
Fort St. John	May 31 & June 1		

Municipalities or community organizations in locations other than those listed are being encouraged to hold their own community meetings and to forward input received to the Task Force on behalf of their community. Watch your newspaper and look for posters announcing a community meeting in your area or contact your local heritage society.

HOW TO PARTICIPATE

OPTION 1

Write your ideas on the issues presented in this booklet in the spaces provided. Add as many additional pages as you require or discuss other issues you think are important.

OPTION 2

Write a letter or prepare a brief in your own format.

OPTION 3

Make a presentation at one of the Task Force Hearings. To arrange a time, please contact the Project Pride Office at the address or telephone number below.

Submit your views to the Task Force by:

a. mailing this booklet, a letter or your own brief to the address below; or
b. presenting them in person at one of the Task Force Hearings or at the community meeting (in an area where the Task Force is unable to visit).

CHAIRPERSON
PROJECT PRIDE TASK FORCE
333 QUEBEC STREET
VICTORIA, BRITISH COLUMBIA
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Tel: (604) 356-1195

The Province Is A Leader In Defining Heritage Objectives

If heritage conservation is to be undertaken, one of the best means to ensure the protection of our heritage resources is public education.

1. What should be the extent of the government's role in preserving places with heritage character?
2. Should the Province undertake promotional activities to raise public awareness, understanding, and appreciation of British Columbia's heritage?

The make-up of British Columbia's cultural heritage is varied and reflects different experiences and cultures. There are, consequently, many views as to what should be conserved for our future generations.

3. What kinds of places and things from the past should the Province seek to conserve and assist others to conserve?

It is not possible to save all of the cultural resources that exist today. Choices must be made as to which resources will remain. These choices will depend on the heritage value of the resources.

4. How can the heritage value of places or things from the past be assessed?

At present there are numerous people, organizations and levels of government involved in heritage conservation.

5. Who should have the main responsibility for ensuring the conservation of heritage places, heritage objects and other types of cultural heritage resources?

The Province Is An Owner Of Heritage Sites And Objects

Many heritage buildings and sites are owned and managed by the Province for heritage and non-heritage purposes. Sometimes, meeting a high standard of heritage conservation makes good economic sense for a property owner. Other times, conservation requires extra effort or cost.

6. Should property managers of Crown-owned heritage sites be expected to be more conscientious about heritage concerns than would be expected from private-sector owners?
7. Who should pay any extra costs: the land or building users, the Crown agencies or both?

Some provincially-owned buildings and sites are suitable for management as tourist attractions. Some of these are now operated as historic sites; others are being held for possible future development. Historic sites and museums can be operated by the Province, municipalities, non-profit societies or by the private sector.

8. Who should have primary responsibility for the development and operation of museums and historic sites in B.C.?
9. Which heritage attractions that you know of should be managed by the Provincial Government?
10. Which attractions should not be managed by the Province?

The Province, in its conservation programs has acquired a number of heritage sites.

11. Are there any other heritage buildings, sites or objects which the Province should acquire?
12. How should they be used?

Over time, numerous non-profit organizations, communities and the private sector have gained in heritage conservation experience.

13. Should any heritage buildings, sites or objects now owned by the Province be transferred or sold to municipalities, non-profit societies or the private sector?

The Province Is A Protector Of Heritage Resources

Present legislation gives automatic legal protection to certain kinds of archaeological sites. A Permit from the Province is required to alter these sites. This applies on both public and privately owned land.

14. Are there any kinds of heritage resources which should have automatic protection under heritage legislation?
15. If so, what prohibitions and requirements should apply?

Since 1925, the Province has designated 58 heritage sites and objects. Most are Crown-owned. Protection of privately-owned heritage sites is considered to be primarily a responsibility of municipalities.

16. Should the Province protect heritage resources by using heritage designation?
17. If so, should heritage designations be registered on land titles?
18. Should the Province have other authority to protect heritage sites? Specify.

Having legislation to protect heritage conservation means that its provisions must be upheld.

19. How can the Province and municipalities effectively monitor violations of conservation legislation?
20. How can they enforce legal protection of heritage resources?
21. What kinds of penalties should apply to violations of provincial and municipal heritage legislation?

Most heritage resources are owned by individuals. Heritage conservation for the public good could, therefore, infringe on the rights of land owners.

22. What provisions are needed to ensure that individual property and civil rights are respected?
23. How can individual rights be balanced with the achievement of provincial and community heritage conservation objectives?

The Province Is An Enabler Of Community Heritage Programs

Municipalities in B.C. have been able to designate heritage sites since 1973. This means that owners must get council approval before they may demolish or alter the exterior of designated heritage buildings.

24. Should municipalities continue to have these powers?
25. Should regional districts also have this authority?
26. What types of privately-owned heritage property should local government be able to protect?

Because heritage conservation is beneficial to the community, some municipalities offer financial assistance as an incentive to conserve heritage resources.

27. Should municipalities offer financial assistance or incentives to promote heritage conservation?
28. If so, what form might this take?
29. Should municipalities be able to relax or adjust fire, building code, zoning and planning regulations for heritage buildings or areas?

Over the years the Province has developed programs to assist municipalities both financially and with technical advice.

30. Should the Province continue to assist municipalities in this manner?
31. If so what types of programs should be offered?

The Province Is A Supporter Of Heritage Programs

Over the years, the Province has provided financial assistance to support heritage conservation.

32. Should the Province financially assist community-based conservation programs, provincial heritage organizations or owners of heritage resources?
33. If so, what kinds of assistance should be available?

The Province has also provided professional advice and assistance on the technical aspects of heritage conservation.

34. Should the Province continue to offer professional, technical or other services to community-based heritage conservation programs, provincial heritage organizations or owners of heritage resources?
35. If so, what kinds of services should be provided?

Developments in the field of heritage conservation have resulted in new techniques and standards in protecting heritage resources.

36. Should the Province assist in the development of technical material or training programs for heritage professionals and volunteers?
37. If so, what skills need to be developed?

Over the years, heritage organizations have received technical and financial assistance from the Province.

38. Can heritage organizations receive Provincial assistance without becoming dependent upon it and without losing their independence as advocates of heritage conservation?
39. Are there ways in which this can be achieved?

The Province Is A Promoter Of The Economic Benefits Of Heritage Conservation

Building renovation is the fastest-growing sector of the Province's construction industry. It is now estimated to be valued at $2 billion annually in British Columbia. Some of present renovation is insensitive to the heritage character of buildings.

40. Should this growing private-sector investment be channelled towards heritage-sensitive renovation? If so, how?
41. Should the Province encourage building renovation as a means of promoting job creation? If so, in what ways could this be done?

Heritage-sensitive renovation creates a demand for old-style windows and doors, mouldings and other millwork, as well as hardware, fixtures and other building components no longer in mass production.

42. Does the Province have a role to play in promoting local manufacturing of heritage restoration products?

Heritage sites are attractions for residents and visitors, and they represent a significant opportunity for economic development through tourism.

43. Should Provincial heritages sites be marketed as tourist attractions?
44. Should the Province assist other museum and historic site operators with marketing?
45. How should the Province promote heritage tourism in British Columbia?

Many heritage sites in British Columbia can be visited free of charge.

46. Should museum and historic sites be expected to generate revenue to offset operating costs?
47. Should admission fees be charged at Crown-owned heritage attractions?

Other Issues

The Province has been developing an inventory of archaeological sites for many years. It now contains 10,000 sites. Development of a comprehensive Provincial inventory of heritage buildings and historic sites would be a major and expensive undertaking.

48. Is a provincial inventory of heritage buildings and historic sites necessary?
49. Should it include both legally-protected and unprotected resources?

Archaeological artifacts are found on private and public land throughout British Columbia. Many of these artifacts have extremely high cultural value but are lost through hoarding, sale and transportation out of the Province and Canada.

50. Who should own the archaeological artifacts found in British Columbia?
51. How can they be protected?
52. What other issues should the Project Pride Task Force consider?

APPENDIX 7.6

LIST OF SUBMISSIONS

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Mr. Colin Gurnsey
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ARROW LAKES HISTORICAL SOCIETY
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Chief Les Edmonds
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Victoria Branch
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Harley Wright
BOUNDARY HISTORICAL SOCIETY
Ms. Rose M. Goebeil
BRITISH COLUMBIA ARCHIVES COUNCIL
Ms. Gail Greenhaigh
BRITISH COLUMBIA ARCHIVES COUNCIL
Mr. George Brandak
Ms. Elizabeth Eso
Mr. Ken Young
BRITISH COLUMBIA ARCHIVES COUNCIL
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Ms. Robin Kerstead
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Jan Drabek
BRITISH COLUMBIA FOREST MUSEUM
Mr. Robert Broadland
BRITISH COLUMBIA GENEALOGICAL SOCIETY
Mr. Peter Whitlock
BRITISH COLUMBIA HISTORICAL FEDERATION — Historical Trails Committee
Mr. John Spittle
BRITISH COLUMBIA HISTORICAL FEDERATION — Gulf Islands Branch
Ms. Kathlyn Benger
BRITISH COLUMBIA HISTORICAL FEDERATION — THE OLD CEMETERIES COMMITTEE —
Victoria Branch
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Ms. Marilyn Mullen

BRITISH COLUMBIA MUSEUMS ASSOCIATION
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Ms. Carol Mayer
BRITISH COLUMBIA PROVINCIAL MUSEUM
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BRITISH COLUMBIA SOCIETY OF LANDSCAPE ARCHITECTS
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Mr. Mark Miller
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Mr. Frank Ullmann
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FORT ST. JOHN, CITY OF
Alderman Eric Graham
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Dr. Peter Cave
Mr. Alan Ferguson
FRASER-FORT GEORGE, REGIONAL DISTRICT OF
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FRIENDS OF THE HISTORY GROUP OF VERNON
Ms. Edna Oram
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Mr. Bill Hjort
GASTOWN HISTORICAL SOCIETY
Mr. J. Paul Shason
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Mr. Walter F. King
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GISCOME PORTAGE HISTORICAL SOCIETY
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Mr. Bill Macdonald
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Mr. Schuetze
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NORTH PEACE HISTORICAL SOCIETY
Ms. Sue Popesku
NORTH PEACE-FORT ST. JOHN MUSEUM
Ms. Merrily King
NORTH VANCOUVER COMMUNITY
Mr. Jack Watts
NORTH VANCOUVER, DISTRICT OF
Ms. Nancy Nowlan
NORTHCOAST MARINE MUSEUM SOCIETY
Mr. A.T. Sheppard

NORTHERN BRITISH COLUMBIA, MUSEUM OF
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Ms. Pat Wilson
Ms. Lee Boyko
NORTHERN LIGHTS COLLEGE
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OKANAGAN TRIBAL COUNCIL
Mr. Barry Parker
OKANAGAN-SIMILKAMEEN PARKS SOCIETY
Mr. Bill Johnston
OKANAGAN-SIMILKAMEEN, REGIONAL DISTRICT OF
Mr. Robert Hobson
OLD HASTINGS MILL MUSEUM
Ms. Florence Trupp
OLD ST. STEPHEN'S COLLEGE
Mr. Fritz Pennekoek
OLIVER HERITAGE SOCIETY
M.A. Simmons
PEACHLAND HISTORICAL SOCIETY
Mr. Richard R. Smith
PITT MEADOWS HERITAGE AND MUSEUM SOCIETY
PLANNING INSTITUTE OF BRITISH COLUMBIA
Ms. Jill Davidson
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Mr. Joe Foy
PORT CLEMENTS HISTORICAL SOCIETY
Mr. John Duncan
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Mr. Robert Lemon
PRINCE GEORGE ART GALLERY
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PRINCE GEORGE VISITORS AND FRASER-FORT GEORGE REGIONAL DISTRICT — Joint Heritage Advisory Com.
Mr. Ron Hiri
Mr. Kent Sedgewick
PRINCE GEORGE, CITY OF
Heritage Advisory Committee
Mr. Ted Williams
PRINCE GEORGE HERITAGE ADVISORY COMMITTEE
Mr. Kent Sedgewick
PRINCETON AND DISTRICT MUSEUM AND ARCHIVES
Ms. Margaret Stoneberg
PROVINCIAL CAPITAL COMMISSION
Ms. Pamela Charlesworth
QUEEN CHARLOTTE ISLANDS MUSEUM
Mr. Jack Miller
Mr. David Townsend
Mr. Nicholas Gessler
QUEEN CHARLOTTE ISLANDS MUSEUM
REVELSTOKE HERITAGE ADVISORY COMMITTEE
REVELSTOKE MUSEUM
Mrs. Rub Nobbs
RICHMOND HERITAGE ADVISORY COMMITTEE
Ms. Rita McArthur
ROSSLAND HISTORICAL MUSEUM ASSOCIATION
Mr. Jack MacDonald
ROSSLAND, CITY OF
Alderman Garry Jenkins
RUSKIN ELEMENTARY SCHOOL
Mrs. A. Vickers
SAANICH GREENBELT ASSOCIATION
E.M.K. MacGregor
SAANICH HERITAGE ADVISORY AND ARCHIVAL COMMITTEE
Mr. Robert Broadland

SAANICH HERITAGE FOUNDATION
Mr. Bjorn Simonsen
SAANICH, CORPORATION OF THE DISTRICT OF
Mr. Geoffrey Castle
SAVE OF CITY COALITION
Ms. Pieta Van Dyke
SAVE OUR PARKLANDS ASSOCIATION
Phillip Haddock — Prof. Emeritus, Forestry, U.B.C.
SECWEPEMC CULTURAL EDUCATION SOCIETY
Chief Ron Ignace
SELKIRK COLLEGE - ANTHROPOLOGY
Dr. Mark Mealing
SHAUGHNESSY HEIGHTS PROPERTY OWNERS ASSOCIATION
Ms. Joyce Catliff
SIDNEY MUSEUM
Ms. Kathleen Traynor
SILVER LEDGE HISTORICAL SOCIETY
Mr. Laurie Duff
SIMON FRASER UNIVERSITY
Department of Archaeology
Mr. Scott Hamilton
SIMON FRASER UNIVERSITY
Dr. Brian Hayden
SKIDEGATE INDIAN BAND
Ms. Diane Brown
SLOCAN, Village of
Mr. Don Harasym
SOCIETY FOR PRESERVATION OF HERITAGE FORESTS
Mr. Randy Stottman
Ms. Susan Williams
SOUTH FORT GEORGE COMMUNITY ASSOCIATION
Mr. Ted Williams
SPALLUMCHEEN INDIAN BAND
Ms. Rosalind Williams
SPARWOOD ARTS COUNCIL
Michel Collieries Project
Ms. Gerri Rothel
ST. BARNABAS' ANGLICAN CHURCH
ST. JOHN - ST. PAUL'S CHURCH
ST. MARY'S BAND
Kootenay Indian Area Council
Chief Sophie Pierre
STEERING COMMITTEE FOR ARCHIVAL DEVELOPMENT IN THE CENTRAL OKANAGAN
Ms. Kathleen Barlee
STEIN VALLEY ALLIANCE
Mr. Ken Lay
STO:LO INDIAN NATION
Coqualeetza Education Training Centre
Mr. Gordon Mohs
Ms. Tilly Gertierrez
SUMMERLAND HERITAGE ADVISORY COMMITTEE
Mr. George Griffiths
SURREY HERITAGE ADVISORY COMMITTEE
Mr. Patrick J. Webb
SURREY MUSEUM
D.R. Hooser
SWAN LAKE CHRISTMAS HILL NATURE SANCTUARY
A.H. Roberts
TERRACE REGIONAL MUSEUM SOCIETY
Dr. Norma Kerby
TERRACE, CITY OF
Mr. Robert Greno
THOMPSON-NICOLA REGIONAL DISTRICT
Mr. Jack Lapin
RICHMOND, TOWNSHIP OF
TREATY 8 TRIBAL COUNCIL
Mr. Art Napoleon
UNDERWATER ARCHAEOLOGICAL SOCIETY OF BRITISH COLUMBIA
Mr. Tom Beasley
UNION OF BRITISH COLUMBIA MUNICIPALITIES
UNITED CHURCH OF CANADA
Mr. Bob Stewart
VALEMONT HISTORIC SOCIETY
VALLICAN ARCHAEOLOGICAL PARK SOCIETY
Mr. Richard Foulger

VANCOUVER, CITY OF — Planning Department
Mr. Ray Spaxman
Ms. Jacqueline Murfitt
VANCOUVER HERITAGE ADVISORY COMMITTEE
Mr. Jim Bezanson
VANCOUVER MARITIME MUSEUM
Mr. John Ratel
Mr. Robin Inglis
VANCOUVER MULTICULTURAL SOCIETY OF BRITISH COLUMBIA
Ms. Rita Katajamaka
Mr. Riasat Ali Khan
VANCOUVER MUSEUM
Mr. Rob Watt
VANCOUVER, CITY OF
Alderman Gordon Price
Jacqueline Murfitt
VANCOUVER, COUNCIL OF
Heritage Committee of Community Arts
Mr. Jim Kerr
VERNON MULTICULTURAL SOCIETY
Mr. Graham Lloyd
VESPRO ENT. LTD.
L.C. Duff
VICTORIA ELECTRIC RAILWAY
Mr. Gary Woodley
Mr. Bill Macdonald
VICTORIA HERITAGE FOUNDATION
Mr. Roger Wheelock
VICTORIA HORTICULTURAL SOCIETY
Heritage Tree Project
Mr. Paul Turmel
VICTORIA NATURAL HISTORY SOCIETY
Mr. Giff Calvert
VICTORIA NATURAL HISTORY SOCIETY
Alice L. Elston
VICTORIA WEST COMMUNITY ASSOCIATION
Mr. Paul Condon
VICTORIA, CITY OF
Mayor Gretchen Brewin
Mr. Steve Barber
VICTORIA, UNIVERSITY OF
Dr. William Gibson
WALLER ANTIQUES LTD.
Mr. Terry Waller
WELLS HISTORICAL SOCIETY
Ms. Jennifer Iredale
WESTERN CANADA WILDERNESS COMMITTEE
Mr. Paul George
Ms. Adrian Carr
WILLIAMS LAKE MUSEUM COMMITTEE
Ms. Anne Irwin
WILLIAMS LAKE, CITY OF
Mayor Ethel S. Winger
YALE AND DISTRICT HISTORICAL SOCIETY
Mrs. Verna Shilson
YALE ENHANCEMENT SOCIETY
Mrs. Mary McQueen
YELLOWHEAD MUSEUM
Ms. Diane Frye
Ms. Ida Dekelver

INDIVIDUAL SUBMISSIONS

Anderson, Ms. Kris
Anderson, Ms. Nancy
Armstrong, Mr. Patrick
Barbour, Mr. Ken
Bernick, Ms. Kathryn
Birrell, Ms. Carol
Bracewell, Ms. Lynne
Broadland, Mr. Robert
Brook, Mr. Charles
Brown, Mr. D.R.
Brown, Mr. Don
Carey, Mrs. Betty
Chambers, Ms. Lucy
Choquette, Mr. Wayne
Clarke, Mr. John
Cowan, Mr. Glen Keith
Croquet, Mr. Frank J.
Cue, Mr. T.O.
Dekelver, Ms. Ida
Delzell, Ms. Cathy
Demetzer, Mr. Harold and Mrs. Lois
Denny, Mr. T.G.
Doman, Ms. Mahinder
Doody-Jones, Ms. Mary

Duff, Mr. L.D.
Edwards, Mr. Yorke
Elliott, Mrs. Marie
Everett, Mr. Graham
Favrholdt, Mr. Ken
Felber, Mr. S.
Ferguson, Mr. George
Fleming, Ms. Jean
Fletcher, Ms. Eileen
Fouberg, Ms. Margaret
Gibson, Mr. Graydon
Gilbert, Mr. Nicholas R.
Gillespie, Mr. Robert
Gobeil, Ms. Rose M.
Graham, Mr. Brian
Graham, Ms. Pamela
Greenwood, Ms. Joan
Griffiths, Mrs. Phyllis E.
Griffiths, Ms. Roberta
Guiver, Mr. Chris P.
Gunderson, Mr. Eric
Harding, Mr. Imbi
Harrington, Mr. L.T.
Harris, Miss Evelyn T.
Hart, Mr. Brian
Hayes, Mr. James H.
Hobson, Mr. Robert
Huffman, Mr. Vernon F.
Humphries, Mr. Mike
Huot, Mr. Bill
Kamloops, Mr. Hoy Lee
Keddie, Mr. Grant
Kennedy, Mr. Mike I.C.
Kerby, Ms. Mamie E.
L'Heuruex, Ms. Audrey
Law, Ms. Carol A.
LeRose, Ms. Julie
Lehman, Mr. Wady
Lemare, Mr. Proctor
Mader, Ms. Christina
Madsen, Ms. Ruth
Main, Mrs. Lillian
Marc, Mr. Jacques
Mason, Mr. Gerald
Mayo, Mrs. R.S.
McArthur, Ms. Rita
McGowan, Ms. Janice M.
McKenzie, Mr. Ron
Middleton, Mrs. Nancy J.
Miller, Mrs. Naomi
Milton, Mr. Vernon
Moffatt, Mrs. Gladys
Molnar, Mr. W.A.
Moritz, Mr. Peter
Morley, Mr. David
Morrow, Mr. Trelle A.
Mulloy, Ms. Judy
Norris, Mr. George A.
Olson, Ms. Lea
Parent, Mrs. Della
Parker, Mrs. Malcolm
Patterson, Ms. Joan
Perrin, Ms. Nicola
Pokotylo, Mr. David
Pollen, Mr. Peter
Pratt, Ms. Heather
Prudek, Ms. Yvonne
Rennie, Mr. Richard
Rittenhouse, Ms. Jane
Rothenberger, Mr. Walter
Rutledge, Mr. Leo
Sandberg, Mr. Doug
Seiter, Mr. Gordon
Sharp, Mr. Dale
Sharp, Ms. Sheena
Shelford, Mr. John
Shippy, Mrs. Hazel
Simonsen, Mr. Bjorn
Smart, Mr. Jinty
Smith, Mr. Robert
Spurgeon, Mr. Terry
Stark, Mr. Stuart
Steele, Mrs. Grace
Stewart, Ms. Penny
Stewart, Ms. September
Strachan, Mr. James
Stuart, Mr. John
Symonds, Ms. Hilda
Tod, Mr. Dave
Van Leusden, Mr. Jack
Veilette, Mr. John
Walker, Mr. Gordon D.
Ward, Mr. Robert
Watson, Ms. Ann
Weaver, Mrs. Jane
Webb, Mr. Yoskyl

Weir, M.F.
West, Mr. Brian T.
Williams, Mr. Dave
Williams, Mr. Leo
Williams, Ms. S.P.
Williams, Sejo
Wilson, Mr. Ian R.
Wilson, Mr. Richard
Worrall, Ms. Marion L.
Wunderlich, Mr. Raymond L.
Wyman, Ms. Suzanne
Yardley, Mr. Jonathan
Zuest, D.A.

APPENDIX 7.7

COMMUNITY FORUMS

CENTRE

Abbotsford
Chetwynd
Comox Valley
Gibsons
Kitimat
Ladysmith
Maple Ridge
Merritt
New Westminster
Okanagan/Similkameen
Port Hardy
Revelstoke
Smithers
Valemont
Western Communities:
Colwood, Langford, View Royal

ATTENDING COMMUNITIES

Courtenay, Cumberland
Duncan, Nanaimo, Naramata, Okanagan Falls, Oliver, Osoyoos, Penticton, Princeton, Summerland

APPENDIX 7.8

CONSULTANT AND STAFF REPORTS

Apland, Brian, "An Inquiry Into Palaeontological Resource Management", Heritage Conservation Branch, July, 1987.

Hall, David, and Verwolf, Dinah, "The Economic and Social Impacts of Heritage Conservation: A Literature Review", The Economic Planning Group of Canada, August, 1987.

Huot, William, "Compensation For Heritage Protection", Heritage Conservation Branch, June, 1987.

Huot, William, "Carrots: Methods For Local Government To Give Assistance To Heritage Property Owners", Heritage Conservation Branch, August, 1987.

Keene, Roger, "An Inquiry Into Education and Promotion-Heritage Property Legislation", Johnson and White Communicating, August 9, 1987.

March, Laurel, "An Examination of Inter-Agency Relations in the Heritage Field", August 10, 1987.

Morton Weizman, Sandra, "A Description, Discussion and Analysis of the Problems Confronting Museums and Archives in British Columbia", San Gabriel Museum Services Ltd., July 31, 1987.

Pfister, Robert, "Project Pride, Logistics Plan", O.R. Recreational Resource Consultants Limited, March, 1987.

Simonsen, Bjorn O., "Native Heritage Issues and Heritage Management in British Columbia", Bastion Group Heritage Consultants, August 5, 1987.

Suttill, David, "Issues Relating to Conservation of Trails", Heritage Conservation Branch, August, 1987.

Wollenberg, Jay, "The Role of B.C. Municipalities in the Conservation of Heritage Buildings", Coriolis Consulting Corp., August, 1987.

APPENDIX 7.9

SITE PROJECTS REFERRED TO THE TASK FORCE

200th Anniversary of British Columbia's first white settlement (1794-1994)
Agassiz Museum
Alaska Highway - Trutch Mountain bypass
Alaska Highway - old bridge at Sikanee
Alexandra Bridge - Hope
Alexandra Lodge - Hope
Ancient yellow cedars - Queen Charlotte Islands
Anthony Island Provincial Park
Arrow Lakes historic sites
Ashcroft Indian Reserves archaeological sites
Beaufort Mountains and their access trails
Beaver Creek Wharf - Nanoose Bay
Bennett Home - Kelowna
Bowser Lake Shoreline
Brent Mill
Britannia Shipyard and Kishi Boat Works
Capital Regional District Park System - archaeological and historic sites
Cascade Power Dam Site
Central School History Project of Victoria
Century Farms
Chetwynd area selected heritage sites
Chilliwack Municipal Hall
Christina Lake - petroglyphs
Cloverdale Ranch near Kelowna
Delta Transportation Museum, proposed
Deserted village of Metsantan (Stikine River)
Dominion and Collins Overland Telegraph Trails
Downtown Victoria
Eby's Landing and Franki Farm
Eldorado Hotel
Elk Valley historic sites
Ford Loghouse - Coombs
Fort McLeod (McLeod's Lake)
Fort Nelson Trail
Fossil beds - Andrews Bay, Ootsa Lake
Fort St. James - Our Lady of Good Hope Church
Gabriola Island Museum & Historical Society - assistance needed
Getsegukla Reserve Heritage Project (Hazelton)
Grand Forks - Golden Heights
Grand Forks - Polonikoffs General Store
Granite Creek (historic townsite)
Green Timbers Forest
Greenwood-West Kootenay Substation
Grey Canal - District of Coldstream
Hope - Christ Church
Hope C.N. Station
Hwy. #6 north of Slocan - historic hand-hewn tunnel
Individual home of D. R. Brown, Ladner
Individual home of E. I. Harris, Vancouver
Individual home of W. Rothenberger, Prince Rupert
Individual home of R. Rennie, Victoria
Irving House - New Westminster
Irwin Block at Five Corners
Kamloops Indian Residential School
Keatley Creek Archaeological site (EeR1-7)
Kettle Valley Railway
Kitsilano School Centennial project and "Tanu" totem pole
Knox United Church Cemetery - Comox
Kootenay Cultural Heritage Centre
Kootenay Ecomuseum, assistance needed to develop
Lakelse Hot Springs
Leclair Rd., Mt. Lehman (renamed)
Lillooet - old highways cable bridge
Linotype machine of G. Moffat, Merritt
Lions Gate Bridge
Litskan Totem Poles
Lockhill School - Langley
Maple Ridge - Jackson or Hampton Heritage Farm
Maple Ridge - Thomas Haney House
Maple Ridge historic sites
Mayne Island historic sites
Mayne Island Museum
Michel Collieries
Midway - Thomets Hotel
Moberly Lake heritage sites
Montague Harbour midden, Galiano Island
Native Languages Institute, assistance to establish
Nelson - Streetcar #23

New Westminster - 9th Street neighbourhood
New Westminster - Queens Park area
New Westminster - antique mall
New Westminster Court House
Nicola Valley - Interior Salish Heritage Native Village
North Pacific Cannery
Okanagan Brigade Trail
Old Fort St. John site
Paldi, Cowichan Valley Sikh Community
Pandosy Mission
Peers Brigade Trail - Hope
Penticton - operational steam locomotive park (proposed)
Phoenix Cemetery
Pictographs on Babine Lake
Point Ellice House
Port Douglas - D'Arcy wagon road
Preservation of the old Alaska Highway (Mile 178-205.5)
Princess Patricia (C.P.R. Coastal Liner)
Queen Charlotte Islands - National Park
Quesnel Forks - townsite
Red Creek Douglas Fir - Port Renfrew
Revelstoke Railway Museum (proposed)
Revelstoke area hiking trails
Rhinegold (antique boat)
Rock Mountain - Bridesville area - Doumont Farm
Route of William Ogilvie D.C.S.
Royal North West Mounted Police trail of 1905
Ruckle Farm - Ruckle Provincial Park
Ruskin Elementary School - Maple Ridge
S.S. Moyie at Kaslo
Sandon (historic townsite)
Semiahmoo Indian Reserve Church
Shawnigan Beach Resort
Shawnigan Lake District highway rights-of-way
Shawnigan Lake Douglas Firs
Silver Ledge Hotel - Ainsworth Hot Springs
Silverton historic townsite
Skagit Valley
Smithers C.N. Station
Smithers area local heritage sites
Soul of the Phoenix fossilized dinosaur egg
St. Anne's Church - French Creek
St. Anne's Cemetery - French Creek
St. Joseph's Church - Kamloops
Sto-Lo Indian Band "Native Village" (Hope)
Sullivan Mine
Terrace Police Station Texada Island Heritage Society and Museum, assistance needed to establish
Trilobite beds - Fort Steele
Vancouver - Marine Building
Vernon area heritage sites
Victoria - Eaton's Centre Project
Victoria - proposed streetcar scheme
Victoria C.P.R. Roundhouse
Victoria Heritage Tree Project
Whelan Ranch and Fintry
Wild Horse Creek
Yale Pioneer Cemetery

APPENDIX 7.10

HERITAGE CONSERVATION ACT

[Consolidated September 24, 1984.]

HERITAGE CONSERVATION ACT
CHAPTER 165

[Act administered by the Ministry of Provincial Secretary and Government Services]

Part		Section
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2	Provincial Heritage Conservation	4 - 9
3	Municipal Heritage Conservation	10 - 15
4	The British Columbia Heritage Trust	16 - 26
5	General and Transitional Provisions	27 - 30

PART 1
INTRODUCTION

Interpretation

1. In this Act

"board" means the board of directors of the trust;

"council" means a council under the *Municipal Act* or the *Vancouver Charter*;

"designate" means designate under Part 2 or Part 3, as the case may be;

"heritage" means of historic, architectural, archaeological, palaeontological or scenic significance to the Province or a municipality, as the case may be;

"heritage object" means, whether designated or not, personal property of heritage significance;

"heritage site" means, whether designated or not, land, including land covered by water, of heritage significance;

"municipal heritage site" means a heritage site designated under Part 3;

"Provincial heritage site" means a heritage site designated under Part 2;

"trust" means the British Columbia Heritage Trust established by Part 4.

1977-37-1

Purpose of Act

2. The purpose of this Act is to encourage and facilitate the protection and conservation of heritage property in the Province.

1977-37-2

Registry

3. (1) The minister shall maintain a registry of designated heritage sites and designated heritage objects.

(2) A council, on designation of a municipal heritage site, or on variation or revocation of a designation, shall notify the minister in the prescribed form.

1977-37-3

PART 2
PROVINCIAL HERITAGE CONSERVATION

Designation

4. (1) The Lieutenant Governor in Council may designate

(a) land as a Provincial heritage site; or

(b) personal property as a heritage object.

(2) Where designation under subsection (1) (a) decreases the economic value of land, the minister shall pay to the owner of the land an amount to be determined by order of the Lieutenant Governor in Council.

(3) The amount paid under subsection (2) shall be deemed full and fair compensation for loss or damage suffered by the owner as a result of the designation.

1977-37-4

Permits

5. (1) The minister, or a person authorized in writing by him for the purpose, may issue a permit to excavate or alter a Provincial heritage site and to remove, move or alter heritage objects from it, and may

(a) limit the application of the terms of a permit to a time period or location;

(b) require a permit holder to provide the minister with reports the minister considers necessary and proper; or

(c) impose other terms and conditions he considers necessary and proper.

(2) The minister may cancel or suspend a permit issued under this section.

1977-37-5

Duties and prohibitions

6. (1) No person shall remove, or attempt to remove, a designated heritage object from the Province without the prior written consent of the minister.

(2) No person shall, except as authorized by a permit under section 5, knowingly

(a) destroy, desecrate, deface, move, excavate or alter a Provincial heritage site, or a heritage object, designated under this Part;

(b) destroy, desecrate or alter a burial place of historic or archaeological significance or remove skeletal remains from it;

(c) destroy, deface or alter a North American Indian painting or rock carving of historic or archaeological significance; or

(d) destroy, deface, alter, excavate or dig in a North American Indian kitchen midden, shell heap, house pit, cave or other habitation site, cairn or fortification.

(3) No person shall damage or remove a notice or order erected under section 8.

1977-37-6

Preventive measures

7. (1) In this section

"site investigation" means the examination of a heritage site for recording, removing, moving or salvaging a heritage object;

"site survey" means the examination of land for assessing the heritage significance of the land or other property located on the land.

(2) Where, in the opinion of the minister, land contains a heritage site, he may order a site survey, or, where he considers circumstances warrant, a site investigation.

(3) Where, in the opinion of the minister, a heritage site may be altered, damaged or destroyed or is likely to depreciate or become dilapidated, he may order

(a) a site survey, or, where he considers circumstances warrant, a site investigation; and

(b) the owner of the heritage site to

(i) pay for the site survey or site investigation, and

(ii) preserve the heritage site until the site survey or site investigation is completed.

(4) Where a site survey or site investigation is ordered under this section, it shall be undertaken at once and in a manner that will not cause undue hardship to the owner of the land.

(5) Where necessary to make a site survey or site investigation ordered under this section, a person may enter land and no action for loss, damage or trespass shall be brought for anything done or omitted by him in good faith under this section.

1977-37-7.

Notices

8. The minister may erect and maintain a notice referring to this Act, or an order made under this Part, on or near a Provincial heritage site, and no action for loss, damage or trespass shall be brought for anything done or omitted in good faith under this section.

1977-37-8.

Provincial heritage advisory board

9. (1) The Lieutenant Governor in Council may, on the recommendation of the minister, establish a Provincial heritage advisory board to advise the minister under this Part and may appoint the number of persons he considers necessary as members of the Provincial heritage advisory board.

(2) A member of the Provincial heritage advisory board shall be paid reasonable travelling and out of pocket expenses necessarily incurred in the discharge of duties.

1977-37-9.

PART 3

MUNICIPAL HERITAGE CONSERVATION

Interpretation

10. In this Part "building, structure or land" means building, structure or land within the municipality, and a council shall follow the practices and procedures applicable to it under the *Municipal Act* or the *Vancouver Charter*, as the case may be.

1977-37-10.

Designation

11. (1) A council may, by bylaw, designate a building, structure or land, in whole or in part, as a municipal heritage site.

(2) No bylaw under subsection (1) shall be adopted by the council unless notice of its intention to consider the bylaw is

(a) delivered by registered mail to the owner of the building, structure or land, at least 10 days before the date of consideration by council of the motion to adopt the bylaw, advising him how he may object; and

(b) published in not less than 2 consecutive issues of a newspaper of general circulation within the municipality with the last publication appearing not less than 3 days, or more than 10 days, before the date described in paragraph (a).

(3) Notice under subsection (2) (a) shall be deemed to have been given 3 days after having been sent by registered mail addressed to the owner at his last known address.

(4) Where designation under subsection (1) decreases the economic value of the building, structure or land, the council may, by bylaw, provide a grant, loan, tax relief or other compensation to the owner.

(5) Compensation provided under subsection (4) shall be deemed to be full and fair compensation for loss or damage suffered by the owner through the designation.

1977-37-11

Prohibition

12. No person shall

(a) demolish a building or structure;

(b) alter the facade or exterior of a building or structure; or

(c) build on land

designated under this Part without the prior approval, by resolution, of the council.

1977-37-12

Powers

13. For this Part, a council may

(a) include provision for municipal heritage conservation in its annual budget;

(b) enter into agreements with any person including the government of the Province or of Canada;

(c) acquire covenants or easements; or

(d) acquire or dispose of property.

1977-37-13

Temporary delay of work

14. (1) Notwithstanding a permit or enactment to the contrary,

(a) where a building, structure or land having possible heritage significance to a municipality may, in the opinion of the council, be altered, damaged or destroyed, the council may, by resolution, order that, for a period not exceeding 30 days, no person shall alter, damage or destroy the building, structure or land;

(b) where a bylaw is introduced in council under section 11, no person shall alter, damage or destroy the building, structure or land under consideration unless the council rejects the bylaw or 60 days pass after the making of the motion and it has not been adopted; and

(c) the alteration, damage or destruction of a building, structure or land may be delayed under paragraphs (a) and (b) for a total period not exceeding 90 days.

(2) Property shall be deemed not to be taken or injuriously affected by an order under subsection (1) (a) or the making of a motion described in subsection (1) (b).

1977-37-14

Municipal heritage advisory committee

15. (1) A council may, by bylaw, establish a municipal heritage advisory committee to advise the council on any matter arising under this Part.

(2) The bylaw establishing a municipal heritage advisory committee shall set out the

(a) number of members of the committee and the manner of their appointment; and

(b) rules of practice and procedure regulating the business of the committee.

(3) Where a council establishes a municipal heritage advisory committee, the council may budget for and pay the expenses of the committee.

1977-37-15.

PART 4

THE BRITISH COLUMBIA HERITAGE TRUST

British Columbia Heritage Trust continued

16. (1) The British Columbia Heritage Trust is continued consisting of the directors appointed to the board who, on their appointment, constitute a corporation.

(2) The trust is an agent of the Crown in right of the Province and the powers of the trust may be exercised only as an agent of the Crown in right of the Province.

(3) The *Company Act* does not apply to the trust but the Lieutenant Governor in Council may, by order, direct that the *Company Act*, or a provision in that Act, applies to the trust and it applies accordingly.

1977-37-16.

Directors

17. (1) The Lieutenant Governor in Council shall appoint directors of the trust to serve at pleasure.

(2) The Lieutenant Governor shall designate one of the directors as chairman of the board and may designate one or more of the other directors to be vice chairman.

(3) Each director shall be reimbursed for reasonable travelling and out of pocket expenses necessarily incurred in the discharge of his duties, and may be paid remuneration for services the Lieutenant Governor in Council orders.

1977-37-17.

Objects of trust

18. The objects of the trust are to support, encourage and facilitate the conservation, maintenance and restoration of heritage property in the Province.

1977-37-18.

Employees and consultants

19. (1) There may be appointed under the *Public Service Act* employees of the trust the minister considers necessary.

(2) The *Pension (Public Service) Act* applies to the trust and its employees and the trust

(a) and its employees shall be deemed to be an employer and its employees within the meaning of that Act;

(b) shall make the deductions from the salaries of the employees as required under section 6 of that Act and pay the money to the commissioner under that Act; and

(c) shall in addition, pay to the commissioner employer's contributions in amounts equivalent to the amounts required under that Act.

(3) The trust may require a bond under the *Bonding Act* from employees it designates.

(4) The trust may, with the approval of the minister, engage and retain persons it considers necessary as consultants, experts or specialists, and may fix their remuneration.

1977-37-19; 1983-9-12, effective April 1, 1983

Powers

20. (1) To further its objects the trust may, with the approval of the minister,

(a) acquire and dispose of property;

(b) enter into an agreement, including an agreement for the acquisition of a covenant or an easement, with a person, including the government of Canada or of a province;

(c) conduct and arrange exhibits or activities to inform and stimulate the interest of the public in property of heritage significance;

(d) subject to a trust or agreement under which a property was obtained by the trust, dispose of the property and execute instruments required to effect the disposal;

(e) receive by donation, public subscription, devise, bequest or otherwise, money or property;

(f) assist in or undertake research, study or publication concerning its objects; and

(g) provide loans, grants, advice and other services to persons in the Province having aims and objectives similar to the trust.

(2) Where, in the opinion of the minister, it is necessary to ensure that the purpose of this Act is carried out, he may exercise the powers under subsection (1).

1977-37-20

Property of trust

21. Property acquired by the trust or minister is the property of the Crown in right of the Province and title to the property may be vested in the name of the Crown in right of the Province or in the name of the trust, but, notwithstanding the *Land Act*, the property shall be dealt with by the trust or minister under this Act.

1977-37-21

Heritage Fund

22. (1) The trust shall maintain a fund which consists of money received by the trust from any source.

(2) The trust may, subject to the approval of the minister and the trust or agreement under which money comprising the fund was received, disburse, expend or otherwise deal with money in the fund for the objects of the trust and necessarily attendant expenses.

1977-37-22

Deposit of money

23. (1) Money of the trust shall be deposited and kept in a savings institution designated by the minister and may be invested in securities authorized as trustee investments under the *Trustee Act*.

(2) [Repealed 1981-15-101, proclaimed effective November 26, 1981.]

1977-37-23; 1981-15-101, proclaimed effective November 26, 1981

Exemption from taxation

24. The trust is not liable to taxation, except in so far as the Crown in right of the Province is liable.

1977-37-24.

Fiscal year

25. The fiscal year end of the trust is March 31.

1977-37-25.

Financial administration

26. (1) The trust shall establish and maintain an accounting system satisfactory to the Minister of Finance, and shall, whenever required by him, render detailed accounts of its revenues and expenditure for a period or to a day he designates.

(2) Records of the trust shall be open for inspection by the minister or other person he designates.

(3) The Minister of Finance may direct the Comptroller General of the Province to examine and report to him on any or all of the financial and accounting operations of the trust.

(4) The accounts of the trust shall, at least once in every year, be audited and reported on by an auditor appointed by the trust.

(5) The trust shall, by a date specified by the minister, submit annually to the minister

(a) a report of the trust on its operations for the preceding fiscal year;

(b) a financial statement showing the assets and liabilities of the trust as of the end of the preceding fiscal year; and

(c) the annual report of the auditor of the trust.

(6) The report and financial statement referred to in subsection (5) shall be laid before the Legislative Assembly within 90 days after the end of the fiscal year for which the report and statement are made where the Legislative Assembly is then sitting, otherwise within 15 days after the opening of the next following session.

(7) The *Financial Information Act* applies to the trust.

1977-37-26.

PART 5

GENERAL AND TRANSITIONAL PROVISIONS

Easements and covenants

27. (1) An easement or covenant acquired under this Act by the Crown in right of the Province, the trust or a council may be registered in the land title office against the land affected by the easement or covenant.

(2) Where an easement or covenant entered into under this Act is registered in the land title office the easement or covenant shall run with the land and the Crown in right of the Province, the minister, the trust or a council, as the case may be, may enforce the easement or covenant

(a) against the owner or a subsequent owner of the land whether the easement or covenant is of a positive or negative nature; and

(b) even if the easement or covenant does not benefit land owned by the Crown in right of the Province, the trust or a council, as the case may be.

(3) An easement or covenant acquired under this Act and registered in a land title office may be assigned by the Crown in right of the Province, the trust or a council, as the case may be, to any person and shall continue to run with the land and may be enforced under subsection (2) by and in the name of that person.

1977-37-27

Civil remedies

28. (1) Where a person alters property in contravention of this Act, the minister on behalf of the Crown in right of the Province or a council, as the case may be, may order the person to restore the property to its condition prior to its alteration within a period specified in the order.

(2) Where a person has not complied with an order under subsection (1), the minister or a council, as the case may be, may restore the property to its condition prior to its alteration and the person who altered the property in contravention of this Act is liable for the reasonable costs of the restoration.

(3) No proceeding may be brought for anything done or omitted in good faith respecting a restoration under subsection (2).

1977-37-28

Offence

29. A person who contravenes section 6, 12 or 14 (1) (b), or an order made under section 7 (3) (b) (ii) or 14 (1) (a), commits an offence.

1977-37-29

Regulations

30. The Lieutenant Governor in Council may make regulations.

1977-37-37

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APPENDIX 7.11

RECOMMENDED CHANGES AND NEW PROVISIONS FOR THE HERITAGE CONSERVATION ACT

1.0 CHANGES - GENERAL

1.1 Allow for the selective protection of natural heritage in the *Heritage Conservation Act*.

1.2 Extend the definition of heritage site by including cultural landscapes and contexts within which heritage resources are found that are important to the value of the resource.

1.3 Clarify the term "significance" as used in the current definitions of the *Act*, or delete use of the term.

1.4 Ensure that ignorance of any of the provisions of the legislation is not protection to the contravenor.

1.5 There are numerous other definitions that could be incorporated into the *Act*, for example;
- archaeological artifact, archaeological site, conservation, economic value, heritage property, interpretation, land, and minister.

1.6 Incorporate into the *Act* a definition for the word "alter" to mean any form of alteration to a heritage site, including to destroy, desecrate, deface, move, excavate, dig.

2.0 CHANGES - BRITISH COLUMBIA HERITAGE TRUST

2.1 Insert a provision expanding the objects of the British Columbia Heritage Trust by including the role of interpretation of heritage property in the province.

2.2 Insert a provision expanding the powers of the British Columbia Heritage Trust by allowing it to improve, as well as acquire and dispose of property.

2.3 Clarify the taxation status of sites owned by the British Columbia Heritage Trust regarding the provision of grants in lieu of taxes.

3.0 CHANGES - MUNICIPAL

3.1 Insert a provision defining a municipal heritage object as being a heritage object designated under the *Act* by a municipality and provide the necessary operational clauses allowing for municipal designation of heritage objects.

3.2 Delete any provision for compensation being paid to owners of heritage sites and objects designated under the municipal provisions of the legislation.

3.3 Clarify the start and finish point in the 90-day total temporary delay of work period.

3.4 Expand the scope of municipal heritage advisory committees with regard to areas for their deliberations as referred to them by council.

4.0 CHANGES - PROVINCIAL

4.1 Insert a provision defining a Provincial Heritage Object as being a heritage object designated under the *Act* by the Province.

4.2 Clarify that the Lieutenant Governor in Council may designate personal property as a Provincial Heritage Object.

4.3 Ensure that the Minister may issue a Permit for the excavation or alteration of any protected heritage site, not just designated sites.

4.4 Ensure that all pre-contact North American Indian heritage sites are protected from alteration unless authorized by a Permit issued by the Minister.

4.5 Increase and stratify penalties for violation of the legislation to levels appropriate to the contraventions. Provide significantly higher penalties for corporate infractions compared to those perpetrated by individuals.

4.6 Expand the powers of the Minister by allowing any potential "protected heritage site" to be posted in accordance with the legislation.

4.7 Ensure that the provisions for site investigations and surveys are clarified pertaining to:

- Minister's authority on private land, regarding orders, access, response to natural causes, removal of heritage objects.
- Extension of authority to ranges of investigation broader than field work.
- Minister's authority to order mitigation measures in response to site surveys and site investigations.
- Minister's authority to make an order in the absence of evidence of the existence of a site.
- Clarify the "owner pays" and "owner preserves" policy.
- Provide "due process" measures for the protection of the land-owner.
- Provide right of access for the Minister or delegate to properties having the potential to be designated.

4.8 Include a statement clarifying the need for a resource to have heritage significance before it can be designated.

5.0 NEW PROVISIONS - GENERAL

The following provisions are recommended for incorporation into heritage legislation that is assumed to include the provisions of the *Heritage Conservation Act* as amended in conjunction with Appendix 7.12, Sections 1.0 - 4.8.

5.1 Incorporate a mechanism by which notice of all protected heritage resources, whether land, structures or objects, is registered on land titles or other documents, whether land or objects.

5.2 Incorporate into the provincial and municipal designation processes and the issuance of Ministerial Orders, provisions for the protection of heritage property owners' rights through avenues of notification and appeal.

5.3 Incorporate at the municipal and provincial levels, provisions allowing for the review of heritage designation accompanied with a system of due process.

5.4 Clarify the continuity of heritage designations under previous legislation with existing and future legislation.

5.5 Incorporate provisions for the protection of designated heritage sites and objects from willful neglect by owners.

5.6 Establish a right of access for the Minister or council to protected heritage sites for inspection purposes.

5.7 Include a provision for the establishment of a Heritage Arbitration Board to hear appeals of local and provincial government use of heritage authority.

6.0 NEW PROVISIONS - MUNICIPAL

6.1 Incorporate a provision allowing regional districts to have the equivalent of municipal powers relating to heritage conservation, including the provision of site and object designation in unincorporated areas.

6.2 Enable municipalities to protect the interiors, exteriors and landscape features of heritage properties.

6.3 Enable municipalities to provide subsidies and other incentives for retention, development and protection of private heritage property.

6.4 Include provisions in heritage legislation and in conjunction with other legislation, that allow municipalities to offer incentives for the conservation of heritage property, for example: direct financial assistance, tax relief, transfer of development rights, mortgage guarantees, relaxation of building, fire and zoning codes and legislation, and others.

7.0 NEW PROVISIONS - PROVINCIAL

7.1 Ensure that the provisions of heritage legislation are binding on the Crown.

7.2 Incorporate a provision making it illegal to be in the possession of artifacts or other materials or remains illegally removed from a protected heritage site.

7.3 Incorporate a provision making it illegal to remove artifacts or other materials or remains that have been legally or illegally removed from a protected heritage site, from the Province, unless expressly permitted to do so by the Minister.

7.4 Clarify the process for the undertaking of site investigations and site surveys; include provisions for post investigation/ survey review periods, and apply this to heritage objects and to historic sites.

7.5 Expand the powers of the Minister by allowing the issuance of stop work orders or to suspend, for appropriate periods of time, any approval issued by a council or Minister of the Crown that may have a deleterious effect on a heritage site or object.

7.6 Incorporate criteria for the payment by landowners of site surveys and investigations.

7.7 Incorporate a mandate for the Heritage Conservation Branch in the legislation by creating the agency and providing objects and powers.

7.8 Include a provision assigning ownership of all pre-contact archaeological artifacts discovered after passage of the new legislation to the Crown in trust.

7.9 Incorporate a form of status in the legislation that serves commemorative or honorary purposes as opposed to designation.

7.10 Enable the erection of commemorative plaques and interpretive signage on or near heritage resources.

7.11 Incorporate regulations into the legislation pertaining to the establishment of provincial heritage management guidelines.

7.12 Incorporate regulations into the legislation pertaining to the establishment of heritage resources impact assessments.

7.13 A category of designation referred to as "Provincial Heritage Trail" should be included in the *Heritage Conservation Act*.

APPENDIX 7.12

TOOLS AND INCENTIVES WITH LEGISLATIVE SUPPORT

7.12.1 Direct financial assistance

A grant or loan provided to heritage property owners as a contribution for conservation costs.

7.12.2 Provide complementary public works

Encourage heritage conservation by undertaking complementary municipal projects within the vicinity of privately owned heritage sites.

7.12.3 Provide information and advice

Develop a public awareness program, technical data base and professional advisory services to support public and private conservation efforts.

Other programs that will help are:

Promote and encourage the formation of neighbourhood and local merchants associations,

Expedite the processing of municipal approvals for heritage properties,

Adopt a leasing policy that gives preference to heritage buildings, and

Provide plaques and achievement awards to property owners who participate in a heritage conservation program.

APPENDIX 7.13

OTHER TOOLS AND INCENTIVES

7.13.1 Partial or total exemption from municipal taxes

Reducing the municipal tax burden on a heritage site.

Not increasing taxes on a heritage site.

7.13.2 Relaxing building and zoning codes

Allow special relaxation of the provisions of zoning and building codes in trade for conservation activities.

7.13.3 Income tax incentives to encourage renovation and rehabilitation.

Allow rapid write-off of renovation and rehabilitation work on heritage buildings.

Allow write-off of maintenance costs on heritage structures.

7.13.4 Transfer development rights

Transfer undeveloped floor space ratios for heritage property to other sites, adding to the development potential already allowed at the second site.

7.13.5 Mortgage guarantees

Municipalities "co-sign" for loans or mortgages being entered into for conservation purposes.